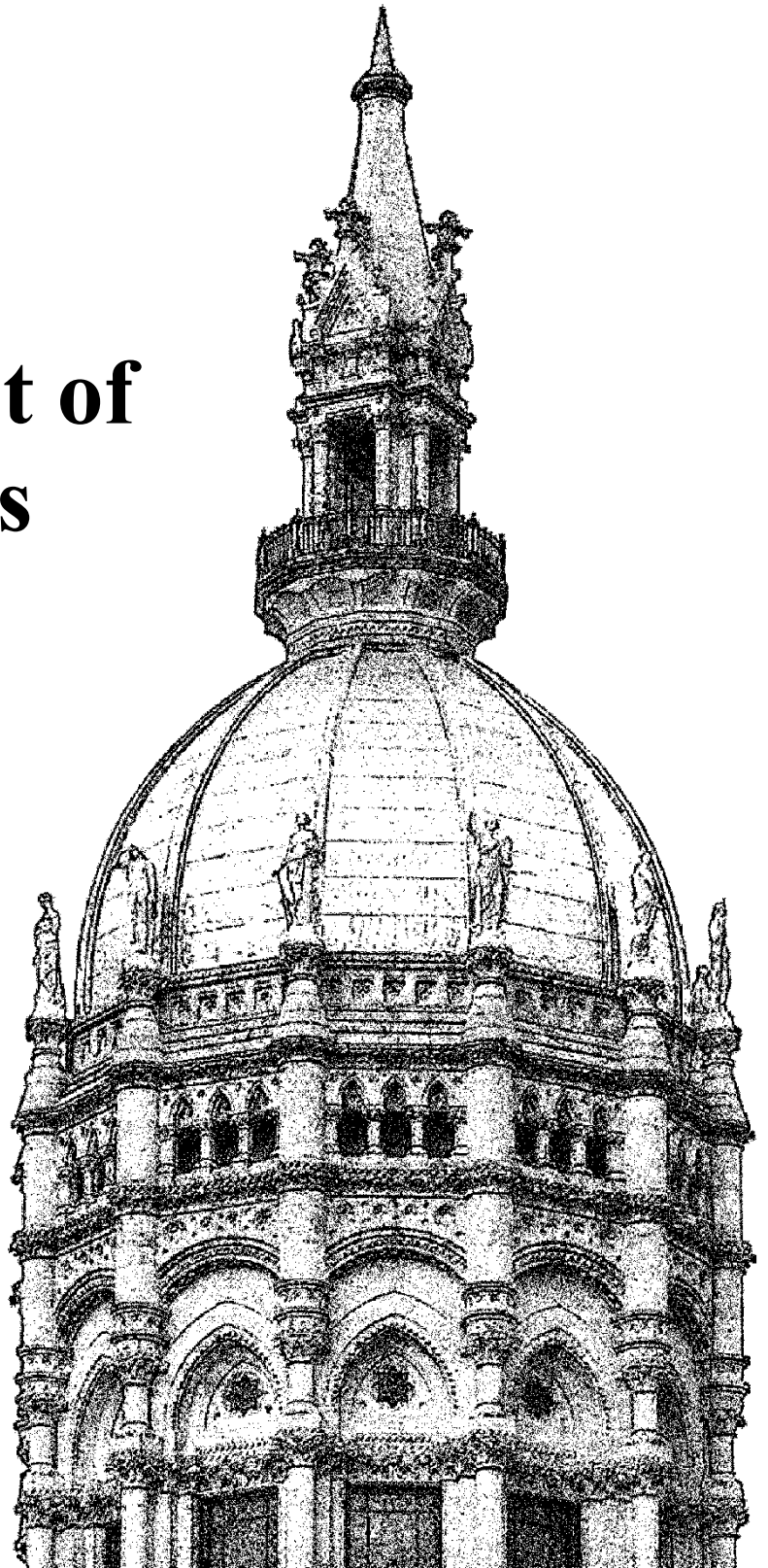


Reemployment of Older Workers

December 2013



PRI

**Legislative Program Review and
Investigations Committee**

Connecticut General Assembly

**CONNECTICUT GENERAL ASSEMBLY
LEGISLATIVE PROGRAM REVIEW AND INVESTIGATIONS COMMITTEE**

The Legislative Program Review and Investigations Committee (PRI) is a bipartisan statutory committee of the Connecticut General Assembly. It was established in 1972 to evaluate the efficiency, effectiveness, and statutory compliance of selected state agencies and programs, recommending remedies where needed. In 1975, the General Assembly expanded the committee's function to include investigations and gave the committee authority to raise and report bills in 1985. In 1977, the committee also acquired responsibility for "sunset" (automatic program termination) performance reviews, but the state's sunset law was amended in 2012; PRI is still involved, but the legislature's subject matter committees have roles as well.

The program review committee is composed of 12 members. The president pro tempore of the Senate, the Senate minority leader, the speaker of the house, and the House minority leader each appoint three members.

2013-2014 Committee Members

Senate

John A. Kissel, *Co-Chair*

John W. Fonfara
Steve Cassano
Eric D. Coleman
Anthony Guglielmo
Joe Markley

House

Mary M. Mushinsky, *Co-Chair*

Christie M. Carpino
Brian Becker
Marilyn Giuliano
Brenda L. Kupchick
Diana S. Urban

Committee Staff

Carrie E. Vibert, Director
Catherine M. Conlin, Chief Analyst
Brian R. Beisel, Principal Analyst
Michelle Castillo, Principal Analyst
Maryellen Duffy, Principal Analyst
Miriam P. Kluger, Principal Analyst
Scott M. Simoneau, Principal Analyst
Janelle Stevens, Principal Analyst
Eric Michael Gray, Associate Legislative Analyst
Jennifer Proto, Associate Legislative Analyst
Susan M. Phillips, Legislative Analyst II
Bonnine T. Labbadia, Executive Secretary

Project Staff

Miriam Kluger
Jennifer Proto

STATE CAPITOL, ROOM 506 HARTFORD, CT 06106 (860) 240-0300

Email: pri@cga.ct.gov

www.cga.ct.gov/pri/index.asp

LEGISLATIVE PROGRAM REVIEW
& INVESTIGATIONS COMMITTEE

Reemployment of Older Workers

DECEMBER 2013

Table of Contents

REEMPLOYMENT OF OLDER WORKERS

PRI Report Highlights

List of Acronyms Used in Report

| | |
|---|----|
| Executive Summary | i |
| Introduction..... | 1 |
| I. Descriptive Information and Job Opportunities for Unemployed Older Workers.. | 5 |
| II. Barriers to Reemployment for Older Workers..... | 11 |
| III. Assessment of Labor Programs to Promote the Reemployment of Older Workers | 25 |
| Overview of Connecticut Labor Employment and Training System..... | 25 |
| CTWorks Career Centers (One-Stops) | 30 |
| General Core One-Stop Services | 31 |
| Intensive Services for WIA Dislocated Workers..... | 34 |
| FIRST Program..... | 39 |
| Online Learning Services..... | 43 |
| STEP UP Program | 47 |
| Apprenticeship Program | 53 |
| IV. Department on Aging: Senior Community Service Employment Program (SCSEP) | 61 |
| V. Evaluation of Higher Education Assistance to Target Population..... | 67 |
| Overview of Community College System | 67 |
| Manufacturing Technology Centers | 69 |
| Plus 50 Initiative | 73 |
| Encore!Hartford | 77 |
| Advanced Leadership Training Program | 79 |
| VI. Potential Use of Technical High Schools as a Resource for Older Worker Retraining..... | 83 |
| VII. Alternatives to Public Sector Programs..... | 89 |
| AARP..... | 89 |
| Platform to Employment (P2E) | 92 |
| Jewish Employment Transition Services (JETS)..... | 98 |

| | |
|---|------------|
| Career Coaches | 104 |
| Temporary Employment Agencies | 107 |
| VIII. Programs and Services Findings and Conclusions | 111 |

APPENDICES

- A. Defining the Problem
- B. Job Loss in the Great Recession and Opportunities in the Recovery
- C. Agency Responses



Reemployment of Older Workers

Background

In June 2013, the program review committee authorized a study to examine the challenges facing unemployed older workers (aged 50 and older) and the strategies available to assist with reentry into the workforce.

Although older workers are the least likely to become unemployed, they are also the most likely to experience long-term unemployment (27+ weeks). Once faced with job loss, their continued unemployment is detrimental personally and to the state economy. The problem is further exacerbated by the increased need and desire to continue working and retire at an older age.

Reported advantages of older workers are stronger English language skills, work ethic, and workplace professionalism.

Challenges to reemployment for older workers include skills deficits, and increased family and financial demands such as college age children and mortgage payments. Negative perceptions about the long-term unemployed are also more likely to be faced by the older unemployed.

PRI staff developed a framework and identified occupations that might be a good fit for unemployed older workers, applying CT DOL information to the following factors: estimated annual job openings (demand); current pool of trained candidates (supply); physical activity requirements of the occupation (physicality index); and adequacy of wage (above the self-sufficiency standard).

PRI staff identified and analyzed information on 18 programs and services applicable to the reemployment of older workers. Where available, staff examined program components to address particular barriers to reemployment and program benefits, costs, and outcomes.

Main Findings

There are a multitude of programs and services to assist with the reemployment of unemployed workers, including older workers; however, only a few programs are specifically for older adults. Both the state's technical high schools and community colleges provide resources to assist in the reemployment of adult workers. Although not limited to unemployed older adults, the more generally targeted programs can still be beneficial.

With programs and services scattered across many labor agencies, educational settings, nonprofit organizations and other resources, **there is no comprehensive, easily accessible way for unemployed residents to find out about these resources.**

Not all 50+ year olds looking to become reemployed have the same needs, and **there are program and service options available depending on the barriers to reemployment.** Also, for unemployed older persons struggling emotionally and financially, preparatory assistance to address these barriers is required before the person can become reemployed.

Some programs have higher reemployment rates than others. **On average, programs with an on-the-job-training component had a higher reemployment rate** of 74 percent compared with 50 percent for programs without the component.

PRI Recommendations

Prohibit potential employers from publishing job vacancy advertisements that discriminate against the long-term unemployed.

Develop summary sheets and informational campaigns to inform job seekers of the resources available, address misperceptions about the Apprenticeship Program, and publicize the advantages of hiring older workers.

The **CTWorks Career Centers** shall consider **requirement of a professional resume writer credential** and shall **expand of online learning.**

With some modifications, **the STEP UP program shall be reauthorized.**

Non-credit vocational programs shall be **defined, outcomes uniformly monitored, and financial options for students explored.**

The **feasibility of expanding the Plus 50 Initiative** to all community colleges, and the **Advanced Manufacturing Center model to other high-demand career areas**, shall be explored.

The **CT Technical High School System** shall collect and report **outcome information on adult students** enrolled in vocational programs.

Acronyms

| | |
|---------|---|
| AACC | American Association of Community Colleges |
| ACC | Asnuntuck Community College |
| BOR | Board of Regents for Higher Education |
| CAD | Computer Aided Design |
| CCSU | Central Connecticut State University |
| CETC | Connecticut Employment and Training Commission |
| CHRO | Commission on Human Rights and Opportunities |
| CMM | Coordinate Measuring Machine |
| CNC | Computer Numeric Control |
| CPS | Current Population Survey (Census) |
| CTDOL | Connecticut Department of Labor |
| CTHSS | Connecticut Technical High School System |
| CTWBS | Connecticut Works Business System (management information system) |
| EWIB | Eastern Workforce Investment Board |
| FIRST | Focused, Intensive, Reemployment Success Training Program |
| HCC | Housatonic Community College |
| HVAC | Heating, Ventilating and Air Conditioning |
| ICF | International Coach Federation |
| ITA | Individual Training Account |
| ITBD | Institute of Technology and Business Development |
| JETS | Jewish Employment Transition Services |
| JFS | Jewish Family Services |
| NEG | National Emergency Grant |
| NhN | Neighbors-helping-Neighbors |
| NVCC | Naugatuck Valley Community College |
| OJT | On-The-Job Training |
| O*NET | Occupational Information Network |
| OWC | Office of Workforce Competitiveness |
| P2E | Platform to Employment |
| QVCC | Quinebaug Valley Community College |
| SCSEP | Senior Community Service Employment Program |
| STEP UP | Subsidized Training and Employment Program |
| TEC | Technical Education Center |
| TEPS | Training and Education Planning System |
| WIA | Workforce Investment Act |
| WIB | Workforce Investment Board |
| YNHH | Yale-New Haven Hospital |

Executive Summary

Reemployment of Older Workers

Since the beginning of the Great Recession in late 2007, the number of older workers (ages 50 and older) experiencing long-term unemployment has increased significantly. More than half (53 percent) of unemployed workers ages 50 and older nationally have been out of work for longer than six months—a higher percentage than any other age group. Job loss for older workers has a deleterious impact on health, finances, and general well-being.

In June 2013, the PRI committee authorized a study of the Reemployment of Older Workers. The purpose of the study was to examine the challenges facing older unemployed workers, including barriers to reemployment such as competing demands to have an income while completing needed job-related training. In addition to describing the older workers, workforce shortage areas that aligned with this target population were to be identified. Although the focus of this study was on the needs of the unemployed ages 50 and older, many of the findings and recommendations apply to all unemployed, regardless of age.

Programs and services within the Connecticut Departments of Labor and Aging, and Workforce Investment Boards were assessed for their ability to meet the needs of unemployed older workers. The role of the state's community colleges in assisting this target population was also to be evaluated, along with the potential use of the state's technical high schools as a resource for unemployed older adults. Lastly, best practices or model programs used successfully for the reemployment of older workers were to also be identified.

BARRIERS TO REEMPLOYMENT

Unemployed older workers may face a host of barriers to reemployment. Some face *skill-set deficits*, with out-of-date skills particularly for those with a high school education or less, some of whom may have been working in manufacturing for many years, doing the same job. For many older workers, it may have been 20 or 30 years since they last looked for a job, and the landscape has changed; these *lack of current job search skills* create another barrier to reemployment. This new long-term unemployment experience has a deleterious effect on the older workers immediate *financial* situation, and *physical and mental health*, areas that need to be addressed before searching for employment.

Some *employers have negative stereotypes about older workers*, such as believing they would be less productive and more expensive employees. In addition to some of the challenges unique to the older unemployed, there are also *negative perceptions about the long-term unemployed*, a category that many older unemployed fall into. Employers may think those currently employed have a stronger work ethic than the unemployed.

RESOURCES AVAILABLE

In examining the resources available to overcome barriers to the reemployment of older workers, PRI found *there are a multitude of programs to assist with the reemployment of unemployed workers, including older workers*. PRI examined 18 programs and other alternatives available in the areas of labor, education, and other resources. Both the state's technical high schools and state community colleges, as well as a state college, and University of Connecticut, provide resources to assist in the reemployment of adult workers. PRI also found a number of programs had waiting lists, meaning demand exceeded capacity.

Only a few programs are specifically designed for older adults. For the most part, this lack of programs specifically for the older unemployed is not a major barrier to reemployment because, regardless of age, there are often similarities in the needs of the unemployed. Thus, more generally targeted programs can still be beneficial to older adults. Some programs, while not specifically limited to a certain age, have significant proportions of participants aged 50 and over, such as the JETS program, FIRST program, and P2E.

Not all 50+ year olds looking to become reemployed have the same needs and there are options available depending on their circumstances. There are various programs that have the potential for participants to earn income while enrolled in the program or service (e.g., STEP UP, Apprenticeship Program), and others that are targeted to certain unemployed populations (e.g., career professionals, those impacted by facility closure).

In examining the 18 programs and services as part of this study, PRI staff identified several possible program components:

- Assessment of job skills and/or interests
- Online training
- Support group or job club
- On-the-job training (paid)
- Workshops and other classroom training related to job search skills
- Workshops and other classroom training related to job skills

Some programs are more comprehensive than others, containing many components and addressing many barriers to reemployment (i.e., P2E program). As underscored by the P2E program, *for unemployed older persons struggling emotionally and financially, preparatory assistance to address these barriers is required before the person can become reemployed*.

Depending on the individual's barriers to reemployment, there are options available to address the older adult's needs better than others. Also, *a barrier to reemployment may be addressed in multiple ways*. Education and training, for example, may occur via on-the-job training, online, at a technical high school, community college, state university, or workshop at CTWorks Career Centers.

There were many challenges in examining program outcomes such as tracking employment placement, wage information, and retention after participants exited the program. Due to lack of resources, several non-government programs relied on participant self-reporting,

and as a result, had estimates rather than exact statistics available. Also, some programs serve older workers with more barriers to reemployment (e.g., SCSEP). With these caveats in mind, *programs with on-the-job components were associated with higher reemployment rates*. On average, programs with an OJT component had an average reemployment rate outcome of 74 percent compared with 50 percent for the programs without the component.

RECOMMENDATIONS

Based on this review of programs and services to address barriers to reemployment for older workers, program review committee makes 16 recommendations:

- (1) The Connecticut Employment and Training Commission (CETC) shall coordinate a web-based state hiring campaign for older workers to be housed within the Department of Labor’s website. CETC is encouraged to utilize relevant national and state stakeholders to assist in this initiative and incorporate “success stories” from employers hiring and retaining older workers. CETC shall report on the progress of this initiative to the legislative committee with cognizance of workforce development by January 1, 2015.**
- (2) Potential employers shall be prohibited from publishing, in print or on the Internet, an advertisement for a job vacancy that: (1) lists current employment as a required qualification, (2) states unemployed candidates will not be considered, or (3) states only employed candidates will be considered.**
- (3) The Connecticut Department of Labor shall develop a one-page quick reference sheet with a summary of available public and private resources for the older unemployed to find out what programs and services are available to help with their reemployment.**
- (4) The United Way of Connecticut 2-1-1 shall use the Connecticut Department of Labor developed one-page quick reference sheet with a summary of available resources for the older unemployed caller or visitor to the website, to find out what programs and services are available to help with their reemployment.**
- (5) The Apprenticeship Program shall develop an informational campaign targeted to Workforce Investment Board and One-Stop Career Center staff to reduce misperceptions about the Apprenticeship Program and encourage apprenticeship opportunities.**
- (6) The Connecticut Department of Labor and Workforce Investment Boards shall form a workgroup to consider requirement of a professional résumé writer credential for those providing résumé writing assistance at the CTWorks Career Centers.**
- (7) The use of online learning at the CTWorks Career Centers shall be expanded and considered a resource available to any unemployed Connecticut resident, within available funding constraints.**

(8) The STEP UP program shall be reauthorized for FY 15 and FY 16.

(9) The requirement for STEP UP Small Business Wage Subsidy Program participants to reside in a municipality with a higher than average unemployment rate, or which has a population of 80,000 or more, shall be eliminated.

(10) The STEP UP Small Business Wage Subsidy Program and the STEP UP Small Manufacturer Training Grant Program shall be merged into a single program. Requirements for the two programs shall remain in place, and funding combined for the two STEP UP programs.

(11) The Board of Regents shall conduct a feasibility study to examine the potential for expanding the Advanced Manufacturing Center model to create centers of excellence for other high-demand career areas. The results of this study shall be reported to the legislative committee with cognizance of higher education no later than January 1, 2015.

(12) The Plus 50 Initiative model shall be expanded to all Connecticut Community Colleges.

(13) The Board of Regents of Higher Education shall establish a shared definition for what constitutes a non-credit vocational “program” and record this information in its information systems.

The Board of Regents shall require all institutions of the Connecticut State Colleges & Universities system to collect and report the following information on non-credit vocational programs: 1) course and program enrollment and completion; 2) participant information, including age and Social Security Numbers for subsequent tracking; 3) employment status, retention, and wages prior to and after participation.

(14) The Board of Regents of Higher Education shall explore financial options for students of non-credit vocational courses and programs. Examples might include low interest loans which would be paid back upon employment and a sliding scale dependent on income. The results of its findings shall be reported to the legislative committee with cognizance of higher education no later than January 1, 2015.

(15) The Connecticut Technical High School System shall collect and report the following information on adult students enrolled in vocational programs: 1) course and program enrollment and completion; 2) participant information, including age and Social Security Numbers for subsequent tracking; 3) employment status, retention, and wages prior to and after participation for completers as well as non-completers.

(16) CETC shall include the reemployment of older workers as part of its strategic planning process.

Introduction

Reemployment of Older Workers

Since the beginning of the Great Recession in late 2007, the number of older workers (ages 50 and older) experiencing long-term unemployment has increased significantly. More than half (53 percent) of unemployed workers ages 50 and older nationally have been out of work for longer than six months—a higher percentage than any other age group. Job loss for older workers has a deleterious impact on health, finances, and general well-being.

SCOPE OF STUDY

In June 2013, the PRI committee authorized a study of the Reemployment of Older Workers. The purpose of the study was to examine the challenges facing older unemployed workers (ages 50 and older), including barriers to reemployment such as competing demands to have an income while completing needed job-related training. In addition to describing the population of older workers, workforce shortage areas that aligned with this target population were to be identified.

Programs and services within the Connecticut Departments of Labor and Aging, and Workforce Investment Boards were assessed for their ability to meet the needs of unemployed older workers. The role of the state's community colleges in assisting this target population was also to be evaluated, along with the potential use of the state's technical high schools as a resource for unemployed older adults. Lastly, best practices or model programs used successfully for the reemployment of older workers were to also be identified.

METHODOLOGY

PRI committee staff collected and analyzed information from more than 30 interviews and visits to programs and other alternative resources available to assist in the reemployment of older workers. The sources of data used to develop the findings and recommendations are now described.

Interviews

Labor related. PRI staff interviewed personnel from the Connecticut Department of Labor: Office of Research; Performance and Accountability Unit; Workforce Investment Act (WIA) Unit; and North Central WIB Regional Job Center Director. Staff also met with personnel from the Office of Workforce Competitiveness, and the Office of Apprenticeship Training.

Interviews were conducted at the workforce investment boards (WIBs), including tours of CTWorks Career Centers (one-stops), within each of the five regions: the north central WIB, Capital Workforce Partners (Hartford and Enfield one-stops); the eastern WIB, EWIB (New London one-stop); the northwest WIB, NRWIB (Waterbury one-stop); the south central WIB, Workforce Alliance (New Haven one-stop); the southwestern WIB, The WorkPlace (Bridgeport one-stop).

Members of the Commission on Aging were interviewed as were staff from the State Department on Aging overseeing the Senior Community Service Employment Program (SCSEP). Also, two Connecticut Employment and Training Commission (CETC) meetings were attended.

Education related. PRI staff conducted interviews with personnel from the American Association of Community Colleges, the Board of Regents of Higher Education, and the Asnuntuck Community College Manufacturing Technology Center.

Personnel from the University of Connecticut's Encore!Hartford program were interviewed, as was the Advanced Leadership Training program housed within the Central Connecticut State University Institute of Technology and Business Development.

A number of Connecticut Technical High Schools were visited and personnel interviewed at: central office, Bristol TEC, Platt Tech (Milford), Prince Tech (Hartford), and Vinal Tech (Middletown).

Alternatives to public sector programs. PRI staff attended two workshops of the Jewish Employment Transition Services (JETS) program and interviewed several people associated with the program. Staff also interviewed Platform to Employment (P2E) program personnel, and observed a focus group of primarily older adults in Bridgeport who were new to the P2E program.

The Hartford Foundation for Public Giving is funding a planning grant to examine the challenges people over age 50 face in becoming reemployed. PRI staff observed two focus groups of older unemployed adults, and one focus group of employers held in the Greater Hartford area as part of this planning grant. PRI also met with AARP Connecticut personnel, and observed a focus group of AARP members looking to become reemployed.

PRI staff interviewed the founder and director of the Neighbors Helping Neighbors program. Additionally, two career coaches were interviewed, and staff met with personnel from a temporary employment agency. Staff also visited and interviewed personnel at Yale-New Haven Hospital, the only in-state employer to be honored by AARP national in FY 13 as one of the Best Employers for Workers over 50.

Literature research

Information relating to the reemployment of older workers was obtained from articles, books, websites, and blogs.

Public hearing

Testimony was received at the October 3, 2013 PRI Committee public hearing held in Hartford on the reemployment of older workers study.

Data development and analysis

National census data was examined as was Connecticut Labor Market Information. The CTDOL Office of Research provided requested data sets, ranging from demographic information on exhaustees of unemployment insurance benefits, to usage and employment outcome data for specific programs broken out by age. The Office of Apprenticeship Training prepared summary information on apprentices and apprenticeship sponsors that was analyzed as part of this study.

Staff also worked with the WIBs to develop statistics on the FIRST program and Metrix Online Learning program. The Manufacturing Technology Centers also developed information for the reemployment of older workers study.

Staff met and worked with the State Department on Aging to develop detailed information for the SCSEP program analysis. Similarly, JETS program personnel provided outcome information and survey results to PRI staff.

Lastly, the legislative Offices of Legislative Research and Fiscal Analysis provided information to PRI regarding the Connecticut labor system, and budgetary and expenditure information related to particular programs.

STUDY LIMITATIONS

There were several limitations encountered during the course of this study. First, there is no standard definition for older workers, with various age ranges used. Often, agency programs do not analyze or maintain information on participant age, making it challenging to identify outcomes specifically for older adults. Further, “older workers” is not a monolithic category, and other than age, one with a wide variation of characteristics.

Most programs available to assist the unemployed in finding jobs do not have age limits. In the current study, just a handful was specifically designed for older adults. Also several of the programs examined were non-government, voluntary, grass-roots, community-based efforts initiated by private organizations or foundations. Unlike many of the government-funded programs, there were often estimates, but not exact statistics available, on participant demographics and outcome data.

REPORT ORGANIZATION

This report is organized into eight chapters. Chapter I sets the stage for the study, providing descriptive information and job opportunities for unemployed older workers. Chapter II describes the barriers to reemployment for older adults. The programs and services to promote the reemployment of older workers are assessed in Chapters III-VII. Each chapter focuses on a particular category of program or service including Labor (Chapter III), Aging (Chapter IV), Higher Education (Chapter V), Technical High Schools (Chapter VI), and Alternatives to Public Sector Programs (Chapter VII). Chapter VIII concludes with an analysis of all the programs and services, particularly as they address barriers to reemployment and employment outcomes for older workers. The recommendations are contained at the end of the chapter.

AGENCY RESPONSES

It is the policy of the Legislative Program Review and Investigations Committee to provide agencies subject to a study with an opportunity to review and comment on the recommendations prior to publication of the final report. Appendix C contains responses from the Connecticut Department of Labor, State Department on Aging, and the Board of Regents for Higher Education.

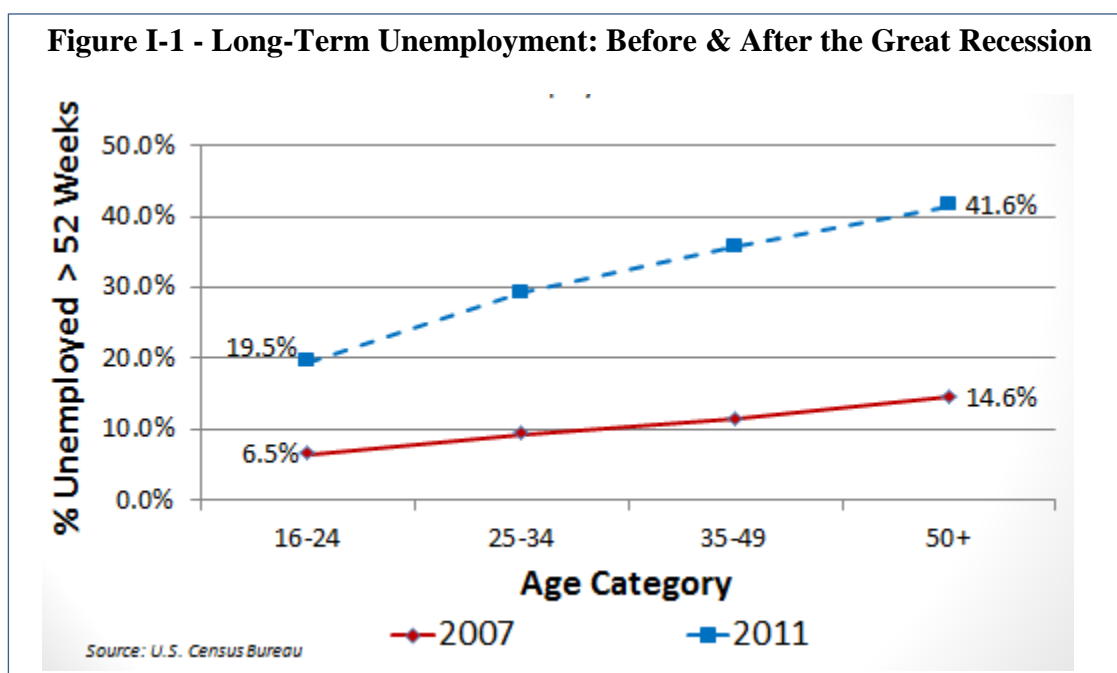
Chapter I

Descriptive Information and Job Opportunities for Unemployed Older Workers

NATIONAL

Compared with previous economic downturns, the higher proportion, and duration of, unemployment in the Great Recession and its recovery period has been significant. As of 2011, workers age 50 and older made up 32 percent of the national labor force, yet had a long-term unemployment rate (52 weeks or longer) of 41.6 percent.

With the lowest overall unemployment rate by age, 50+ workers are the least likely to be unemployed; however, as Figure I-1 demonstrates, once older workers lose their jobs they are the *most likely age group to remain out of work for a year or longer*. Appendix A provides a more in-depth description on the target population.



CONNECTICUT

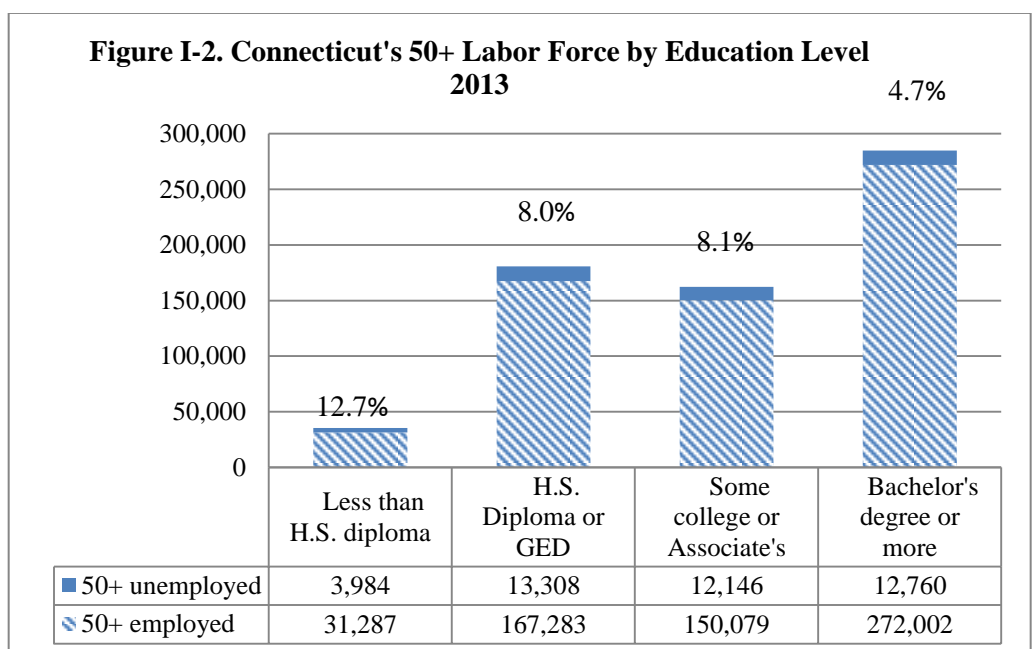
As of October 2013, the Connecticut labor force was estimated at 1,853,800, of which a total of 147,100 were unemployed for an overall unemployment rate of 7.9 percent, compared to the national rate of 7.3 percent.¹ For 2013 Connecticut's 50+ labor force is estimated at 662,849 (35.8 percent of the state workforce), of which 42,198 were unemployed (28.7 percent of the state unemployed). Initial claims of regular unemployment by the 50+ population peaked in the

¹ Seasonally adjusted. CT Department of Labor – Labor Force Data for the State of Connecticut & United States (LAUS)

first quarter of 2009, with Connecticut 50+ unemployed workers filing 27,076 claims (38 percent of total claims for all age groups). From the last quarter of 2007 to the third quarter of 2013, the state's 50+ unemployed workers made up an average of 36.2 percent of total initial claims across all age groups.

OLDER WORKER LABOR CHARACTERISTICS

Following national trends as well as fallout from the Great Recession, many workers now expect to work longer before retirement than originally anticipated, two-thirds (67%) of whom indicate they need to rebuild retirement savings. Connecticut is among the nation's leading states in the percentage of seniors (65 years and older) still in the workforce. As of 2011, the overall percentage of women seniors in the workforce in Connecticut was 14.7% in 2011 and the overall percentage of male seniors in the workforce is 23.8 percent.² Connecticut's highly educated workforce, including its older workers, may play a role in this longevity, as workers with better educational credentials tend to work longer, have higher median earnings, and lower rates of unemployment as compared to their less educated counterparts (Figure I-2).³



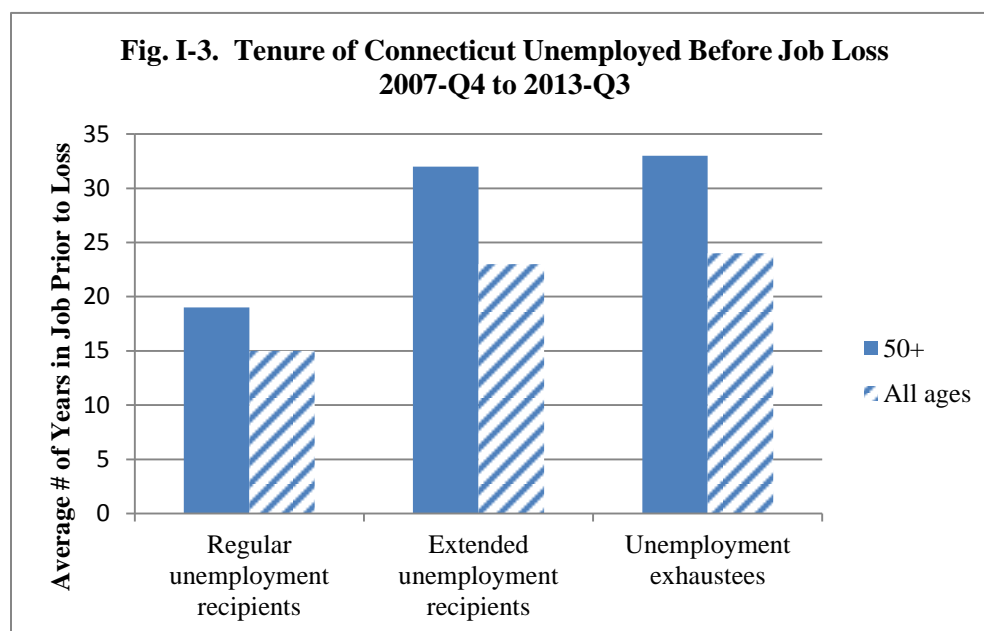
Not surprisingly, Connecticut's older unemployed workers had longer tenure before their job loss. From the fourth quarter of 2007 to the third quarter of 2013 average tenure for regular unemployment recipients was 19 years for 50+ workers and 15 years for all ages.⁴ Interestingly, longer job tenure appears to be indicative of longer durations of unemployment, as the average

² <http://www.bloomberg.com/visual-data/best-and-worst/most-male-seniors-at-work-states> Accessed on November 1, 2013.

³ Source: Current Population Survey (CPS). 2013 data based on 12 months (Sept. 2012 through Aug. 2013). Calculations by Connecticut Department of Labor - October 28, 2013

⁴ CT Department of Labor – Office of Research

tenure for extended unemployment recipients was 32 years for 50+ workers and 23 years for all ages.



OLDER WORKER JOB LOSS IN THE GREAT RECESSION

In general, goods-producing industries experience the largest declines in employment during recessions. The Great Recession was typical in this regard, with construction and manufacturing both experiencing their largest percentage declines in employment of the post-WWII era. Thus, it is not surprising to see the same industries with the largest job losses also displaced the most older workers nationwide, with similar results at the state level (Table I-1). Few industries attracted as much attention during the recent recession as financial activities, which experienced a nearly four percent reduction in employment. Employment increased in education and health services during the recent recession, as it has for more than 30 years, regardless of the business cycle.

| Table I-1. Top Five Industries Displacing the Most 50+ Workers Nationally vs. Statewide* | | | |
|---|--------------------------|-------------|-----------------------------------|
| Rank | National Industry | Rank | Connecticut Industry |
| 1 | Manufacturing | 1 | Manufacturing |
| 2 | Construction | 2 | Construction |
| 3 | Professional Services | 3 | Administrative Support |
| 4 | Retail | 4 | Retail |
| 5 | Finance | 15 | Health Care and Social Assistance |
| Source: National - American Community Survey, 2009-2011 Public Use Micro Sample; Connecticut – Department of Labor Office of Research | | | |
| *Of those reporting the industry in which they previously worked | | | |

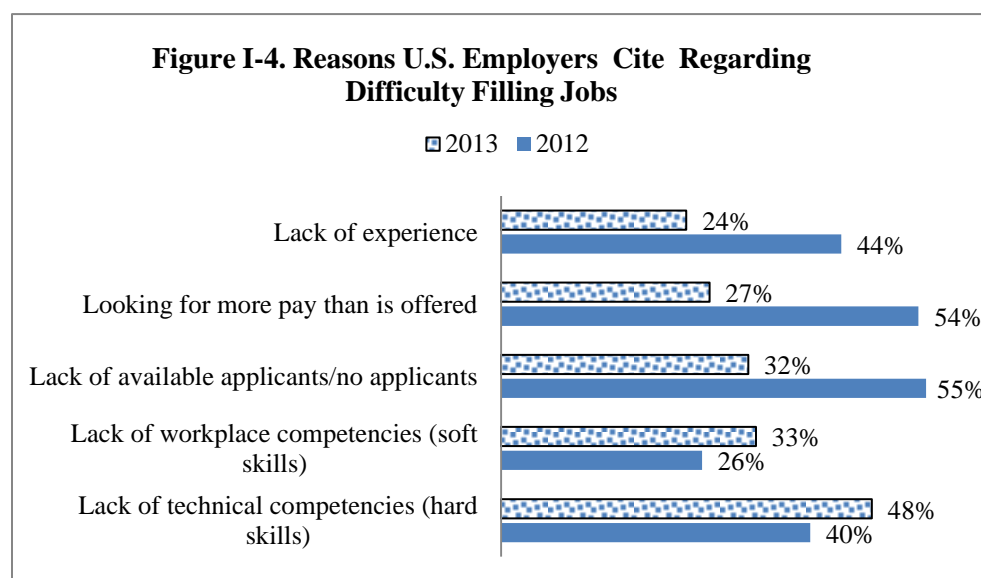
ISSUES WITH ALIGNMENT

Matching persons who are unemployed and the skills they possess with industry and occupational fields with openings is an ongoing challenge, particularly for older workers. While the projected numbers of job openings is an important factor in determining demand, it is ultimately a best guess, and has not been very accurate in the past. Assuming projections are somewhat close, employers within the same industry may respond to filling the demand with a range of hiring decisions – some choosing highly skilled workers, others choosing lower skilled workers.

Even assuming relative accuracy between projected workforce demands and actual job openings, supply cannot be created overnight. The average turnaround time for new graduates (two years for an Associate's degree, four years for a Bachelor's) can result in supply being out of sync with current demands, particularly in fields involving rapidly changing technologies. Thus, older workers must consider the possibility that investment in education or training may not result in reemployment. With this risk in mind, potential job opportunities at the national as well as state level are provided in Appendix B because they are currently projected to be in-demand and/or may be suitable for the older worker population.

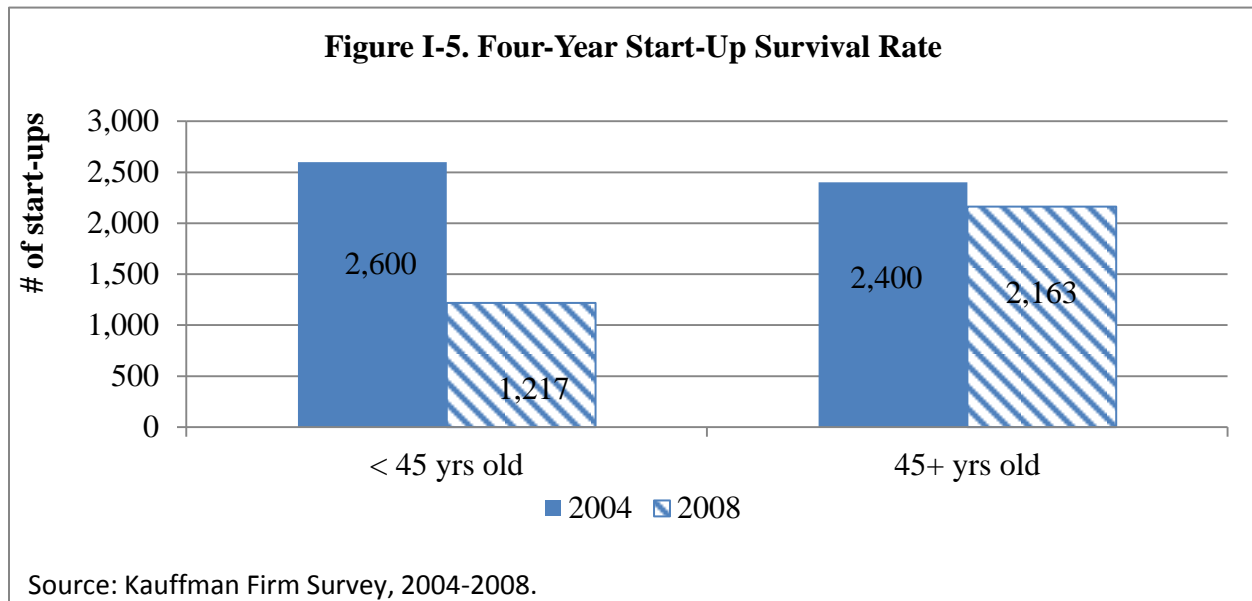
JOB OPPORTUNITIES IN THE RECOVERY

Since 2006, Manpower Group has surveyed more than 1,000 U.S. employers during the first quarter of each year as part of its annual Talent Shortage Survey. According to its 2013 survey, 39 percent of U.S. employers are having difficulty finding staff with the right skills, down from 49 percent in 2012 (Figure I-4).



ENTREPRENEURIAL OPPORTUNITIES

Entrepreneurship is increasingly an option for 50+ year olds. In an analysis of the survival rate of small businesses that were started in 2004, researchers found that surviving companies were more likely to have older founders (Figure I-5). There was a 47 percent survival rate when the founders were younger than age 45, but a 90 percent survival rate when founders were at least 45 years old.



The reasons given for greater survival rate of small businesses started by older founders have included accessibility to previous contacts developed during a longer working period, and awareness of personal strengths and limitations.⁵

⁵Starting Over 60+: Starting a Business. (<http://careers60plus.com/starting-a-business/>)

The Page Intentionally Left Blank

Barriers to Reemployment for Older Workers

This chapter describes the possible barriers to reemployment faced by older workers. Barriers range from skill-set deficits to perceptual challenges faced by this population.

SKILL-SET DEFICITS

Older workers are sometimes viewed as having out-of-date skills. In a 2009 survey by MetLife of over 1,200 55-70 year olds, they found that just 27 percent of those seeking work reported pursuing additional skills or training to improve their future job prospects.⁶ This was especially so for those with a high school education or less, some of whom may have been working in manufacturing for a long time, doing the same job. It is also possible that older workers did not see a need to pursue additional skills or training because their skills were currently up-to-date in terms of relevant job openings.

DECREASING PHYSICAL ABILITIES

It is also possible that older workers may not have the stamina or physical ability to continue standing or doing the same repetitive tasks as they age. However, the shift to a knowledge economy has decreased the physical demands of many occupations, allowing people to continue working to later ages.

Also, people in their 50s and 60s are more physically fit than they were in the past. According to the Federal Interagency Forum on Aging-Related Statistics⁷, self-rated health status—which correlates with risk of mortality—has been improving over the years. More than three-quarter of persons age 65 and older (76 percent) rated their health status as “good” to “excellent” during the period 2008-2010.⁸

Workers aged 55 and older, however, have identified several physical work challenges, including lifting, being on their feet for several hours at a time, and other ergonomic issues.⁹

LACK OF TIME TO RECOUP HIRING AND TRAINING COSTS

Some potential employers may have concerns about recouping hiring and training costs for older workers.¹⁰ However, these concerns may be unfounded as, according to the Bureau of Labor Statistics, younger workers stay at their jobs for shorter periods of time than older

⁶ MetLife Mature Market Institute, October 2009, “Buddy, Can You Spare a Job?”, David DeLong & Associates.

⁷ The Federal Interagency Forum on Aging-Related Statistics was founded in 1986 to foster collaboration among Federal agencies that produce or use statistical data on the older population.

⁸ Older Americans 2012, Key Indicators of Well-Being, Federal Interagency Forum on Aging Related Statistics.

⁹ Policy Recommendations to Increase Older Worker Engagement in the Massachusetts Workforce, April 2011, prepared by the Policy Taskforce of the MA Partnership to Promote the Civic Engagement and Employment of Older Adults.

¹⁰ The Urban Institute, Age Differences in Job Loss, Job Search, and Reemployment, by Richard Johnson and Corina Mommaerts, January 2011.

workers.¹¹ For example, today's 25-34 year old averages three years on the job, and expects to hold 15-20 jobs in a lifetime. On the other hand, 55+ year old workers have a median of 10 years of tenure with their current employers. In reviewing these findings, it is important to keep in mind that, from a statistical perspective, it is highly unlikely for a 25-year-old, for example, to have had the opportunity to be employed for 10 years with a single employer.

Longer job tenure for older workers is confirmed by winners of the 2013 AARP Best Employers for Workers Over 50 awards¹², cosponsored by the Society for Human Resource Management. The winners reported that older workers were loyal and remained with their companies longer than younger workers.

EROSION OF EXISTING SKILLS THE LONGER ONE IS UNEMPLOYED

Another barrier to reemployment for all age workers is the erosion of current skills the longer one is unemployed. The Congressional Budget Office described skill erosion as losing familiarity with technical aspects of a job, including use of certain computer programs or equipment.¹³ This occurrence is exacerbated in fields where technology changes fairly rapidly, and unemployed workers lack experience with the newer technologies.

LACK OF CURRENT JOB SEARCH SKILLS

For many of these older workers, it may have been 20 to 30 years since they last looked for a job, and the landscape has changed. Table II-1 contrasts the many changes that have occurred in how job searches are conducted, ranging from how one hears about job openings to how resumes are submitted and reviewed.

| Table II-1. Job Hunting Today vs. 20-30 Years Ago | | |
|--|--|---|
| Area: | In the Past | Today |
| Hear about openings | Mainly newspaper | Mainly Internet |
| Resumes | One resume | Multiple resumes |
| Technological competence | Lack of technology skills not a drawback | Technology/up-to-date computer skills necessary |
| Resume submission | On paper, delivered by mail or in person | Email or no resume/online application |
| Resume review | Read by a person | Many resumes are scanned electronically |
| Source of data: AARP Job Tips for 50+ Workers (www.aarp.org/jobtips) | | |

¹¹ U.S. Department of Labor Bureau of Labor Statistics, September 18, 2012 News Release, Employee Tenure in 2012 (USDL-12-1887).

¹² Society for Human Resource Management, "Invest in Older Workers; Employees age 50 and older represent almost a third of the U.S. workforce. They're your brain trust", 8/1/13 by Robert Grossman.

¹³ Congressional Budget Office, "Understanding and Responding to Persistently High Unemployment," February 2012.

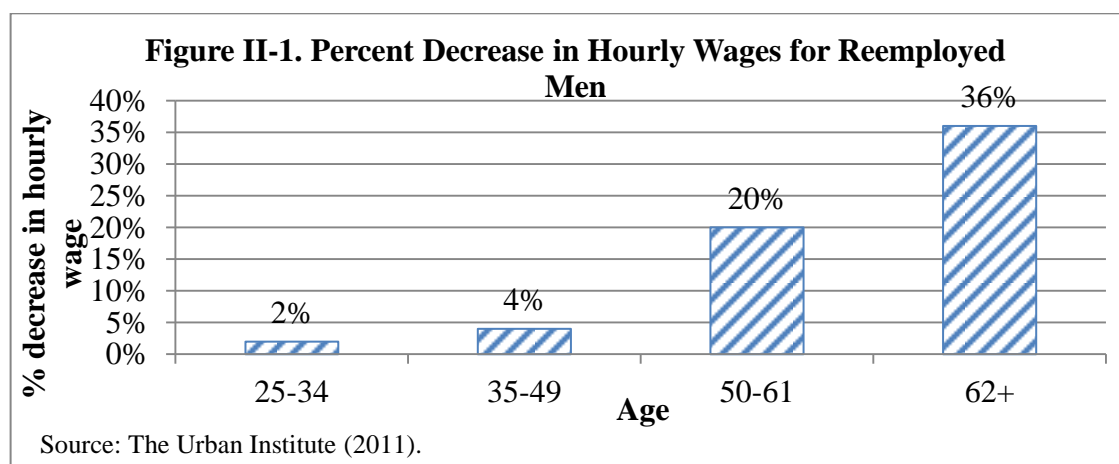
FINANCIAL BARRIERS

In understanding the financial impact unemployment has had on the study population, researchers from the Heldrich Center for Workforce Development at Rutgers University interviewed a national sample of unemployed workers aged 55 and older.¹⁴ They found the majority had less in savings compared to when the recession began, with almost two-thirds saying they had “a lot less.”

Two-thirds (68 percent) of those surveyed expected either to go on Social Security as soon as they were eligible for early retirement (age 62),¹⁵ or had already done so, resulting in a potentially sizeable reduction in benefits during their lifetimes. Table II-2 shows some of the other changes that occurred since becoming unemployed. They found, for example, that since becoming unemployed, almost 4 in 10 had increased their credit card debt.

| Table II-2. Actions Taken by Older Adults Since Becoming Unemployed | |
|---|----------------|
| Action Taken Since Becoming Unemployed | Percent |
| Increased credit card debt | 39% |
| Sold some of your possessions to make ends meet | 33% |
| Taken a job below your education or experience levels | 26% |
| Borrowed money from family or friends, other than adult children | 18% |
| Source: “Older Workers, the Great Recession, and the Impact of Long-Term Unemployment” by Carl E. Van Horn, Nicole Corre, and Maria Heidkamp, John J. Heldrich Center for Workforce Development, February 2011. | |

In further understanding the financial impact on the older unemployed, researchers from the Urban Institute found that once reemployed, older men had the largest drop in hourly wages compared to any other age group (Figure II-1).¹⁶



¹⁴ “Older Workers, the Great Recession, and the Impact of Long-Term Unemployment” by Carl E. Van Horn, Nicole Corre, and Maria Heidkamp, John J. Heldrich Center for Workforce Development, February 2011.

¹⁵ The Social Security Administration website explains that individuals can first begin receiving Social Security retirement benefits at age 62. They further note that this earliest eligibility age (EEA) has remained fixed even as the age for receipt of full benefits has increased from 65 to 66, and is scheduled to increase to age 67.

¹⁶ The Urban Institute, Age Differences in Job Loss, Job Search, and Reemployment, by Richard Johnson and Corina Mommaerts, January 2011.

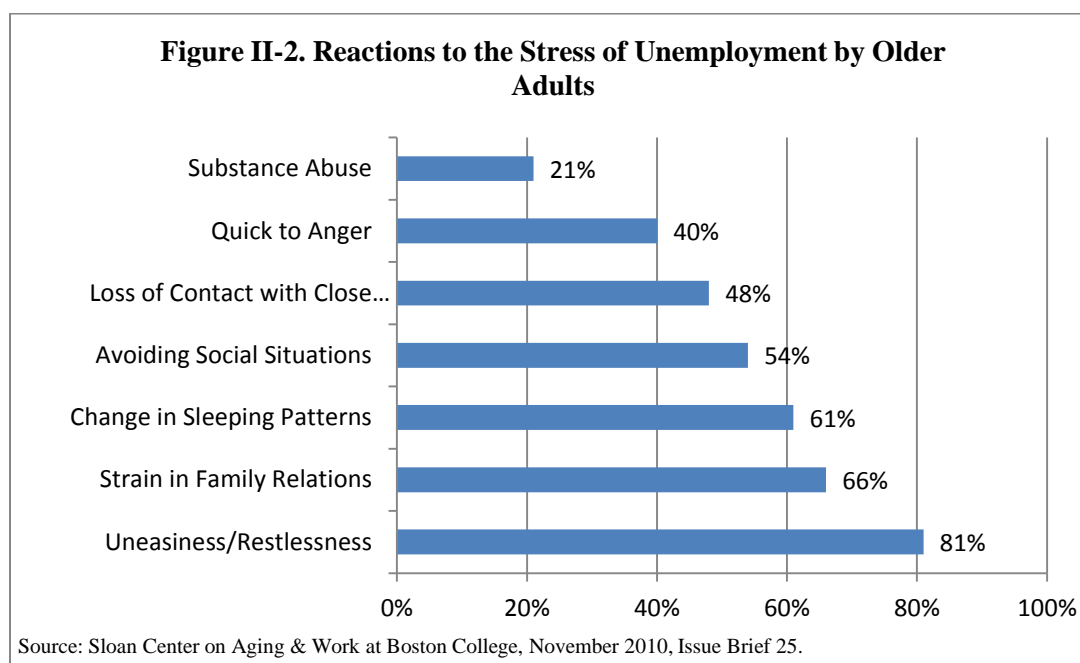
PHYSICAL AND EMOTIONAL HEALTH BARRIERS

Besides the financial impact of unemployment for older workers, there is also a health impact, including loss of health insurance, and shortened life span.

A study by the National Bureau of Economic Research found that workers who lost their jobs at age 58 as a result of a recession, were expected to live as much as three fewer years than 58-year-olds who did not experience job loss.¹⁷

The impact of job loss on mental health is described by many in the field—it is not uncommon for the long-term unemployed to become discouraged and depressed, regardless of age. The American Association of Suicidology finds a clear and direct historical relationship between unemployment and suicide—when unemployment rates increase, suicide rates also increase. In general, the unemployed have a two-four times higher suicide rate compared with the employed.¹⁸

In the previously mentioned study by the Heldrich Center for Workforce Development at Rutgers University, 64 percent of older long-term unemployed individuals surveyed reported their employment situation had caused stress in relationships with family and friends.¹⁹ Survey respondents commented on damage to their self-esteem and feelings of self-worth following unemployment. Figure II-2 shows ratings given by older unemployed survey respondents.



¹⁷ Recessions, Older Workers, and Longevity: How Long are Recessions Good for Your Health? From the National Bureau of Economic Research, by Courtney C. Coile, Phillip B. Levene, Robin McKnight, NBER Working Paper No. 18361, Issued in September 2012.

¹⁸ American Association of Suicidology, “The Economy and Suicide” (http://www.suicidology.org/c/document_library/get_file?folderId=254&name=DLFE-437.pdf)

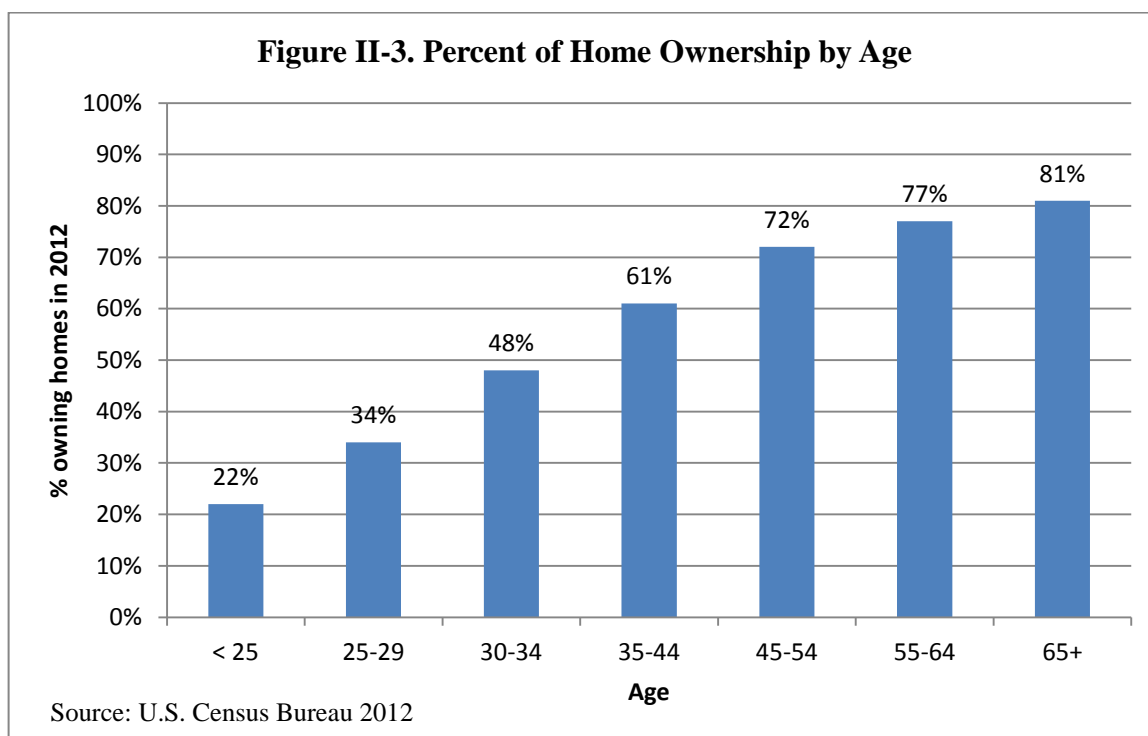
¹⁹ “The ‘New Unemployables’: Older Job Seekers Struggle to Find Work During the Great Recession.” The Sloan Center on Aging & Work at Boston College, Maria Heidkamp, Nicole Corre, and Carl E. Van Horn, Issue Brief 25, November 2010.

COMPETING DEMANDS OF 50+ YEAR OLDS

Those 50 and older, often have responsibilities that can put stressors on their finances. They also may not have the flexibility to relocate or enroll in a long-term training program.

Besides the greater likelihood of having children near or of college age, there is also the possibility that adult-age children, due to declining marriage rates and their own financial difficulties are returning, or continuing to live with their parents. Instead of an empty nest, there is now a crowded or cluttered nest.²⁰ According to the U.S. Census Bureau, there was an increase from 2005 to 2011 in the proportion of 25-34 year olds living in their parents' homes. For example, the percent of men aged 25-34 living with parents increased from 14 percent in 2005, to 19 percent in 2011.

In addition to the increased likelihood of adult children living at home with their 50+ year old parents, many of these homes have mortgages that require monthly mortgage payments. As can be seen in Figure II-3, over three-quarters (77 percent) of 55-64 year olds, for example, own homes, and likely have mortgages to pay. One report also found older homeowners (aged 50-54) were more likely to be “underwater”²¹ and significantly behind in their mortgage payments, compared with younger homeowners (aged 20-24).²²



²⁰ Kathleen Shaputi, “The Crowded Nest Syndrome: Surviving the Return of Adult Children,” 2004.

²¹ “Underwater” is a term used for situations where the homeowner owes more money on the home than the free-market value of the home.

²² Cbsnews.com moneywatch, August 23, 2012.

AGE DISCRIMINATION

Besides competing demands for older workers' time and finances, there are also age discrimination challenges faced by this population. In a MetLife national survey of 55 to 70 year olds either seeking work or retired and unable to find work, 43 percent said the primary reason they have not been able to find work was that they could not find an employer who would hire someone their age.²³

This perception is supported by a study where the researcher sent out 4,000 resumes for entry level positions, using fictional job applicants. The resumes were identical except for the age of the applicant, which was indicated by date of high school graduation. The researchers found that younger workers (aged 35-49 years old) were 40 percent more likely to be offered interviews than older workers (aged 50-62 years old).²⁴

The finding of age discrimination was also indicated in the results of a recent AARP survey of its members who are working or looking for work.²⁵ In this AARP survey, approximately two-thirds (64 percent) of 45-74 year olds said they had seen or experienced age discrimination in the workplace.

PRI staff examined the number of age discrimination complaints filed with the Connecticut Commission on Human Rights and Opportunities (CHRO). The CHRO data did not show an increasing pattern of age discrimination associated with employment. During FY 02 to FY 10, the number of such cases ranged from a low of 411 (in FY 07) to a high of 536 (in FY 05). In FY 10, the most recent year for which published data was available on the CHRO website, there were 464 complaints filed for age discrimination related to employment.

PERCEPTION THAT OLDER WORKERS ARE TAKING JOBS AWAY FROM YOUNGER WORKERS

There is another concern about older workers taking jobs away from younger workers. For example, within the past few years, articles have appeared in newspapers and magazines such as U.S. News and World Report, The New York Times, and Time Magazine.²⁶

The perception of older workers taking jobs away from younger workers, however, is not supported by data. A statistical analysis was done using national census data to see if there was empirical support for this belief.²⁷ Researchers from the Center for Retirement Research at Boston College examined employment rates for younger workers (aged 20-24) and 55-64 year old workers (referred to as "elderly" in the study). The dots in Figure II-4 represent the employment rates for younger and older workers in each of the 50 states. Similar to findings for the years 1977-2007, during 2008-2011, employment rates for the young increased as

²³ MetLife Mature Market Institute, October 2009, "Buddy, Can You Spare a Job?", David DeLong & Associates.

²⁴ "Do Older Workers Face Discrimination?" by Joanna N. Lahey, An Issue in Brief Center For Retirement Research at Boston College, July 2005, Number 33.

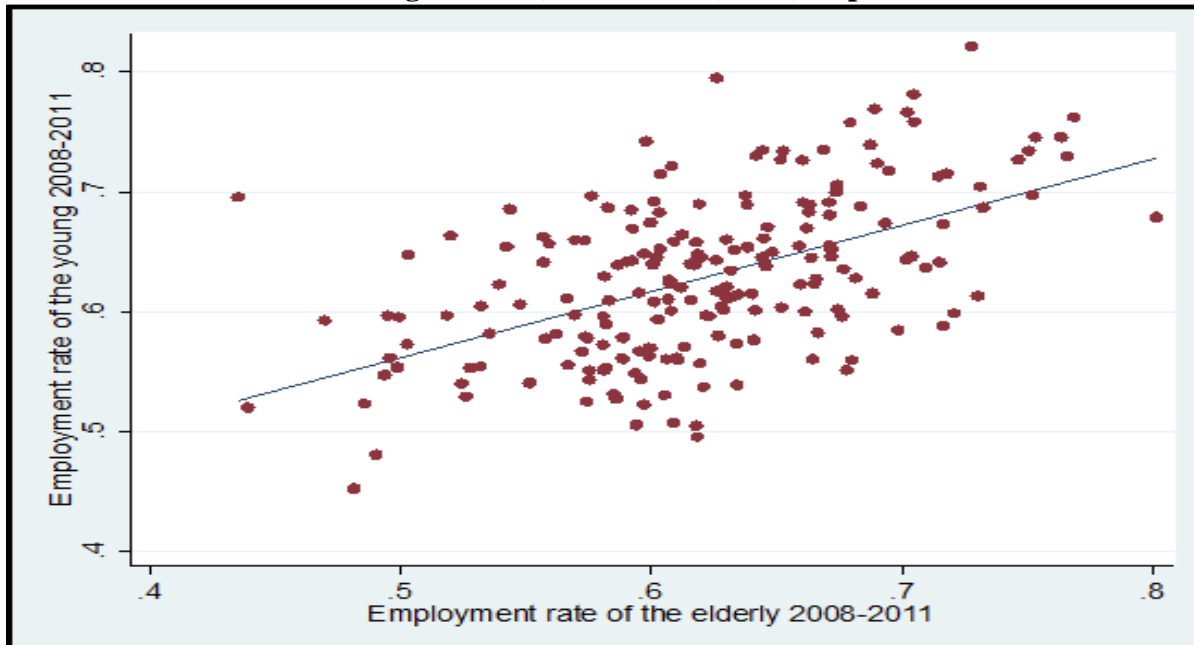
²⁵ "AARP: Staying Ahead of the Curve 2013: AARP Multicultural Work and Career Study Perceptions of Age Discrimination in the Workplace—Ages 45-74" (www.aarp.org).

²⁶ "Will Delayed Retirement by the Baby Boomers Lead to Higher Unemployment Among Younger Workers," by Alicia Munnell and April Yanyuan Wu, Center for Retirement Research at Boston College, October 2012.

²⁷ Ibid.

employment rates for the older increased, taking into account differences in education level and state of residence. The positive association between the two age groups shown on this graph does not support the claim that older workers are “crowding out” or taking jobs away from younger workers.

Figure II-4. State Employment Rates in 2008-2011 for Younger (20-24) and Older (55-64) Populations



STEREOTYPES ABOUT OLDER WORKERS

Based on a variety of national surveys of employers and/or hiring managers, there are positive stereotypes used to describe older workers. Referred to as “soft skills,” 50+ year olds are seen as having the following advantages over their younger counterparts:²⁸

- writing skills,
- professionalism and work ethic,
- valuable knowledge,
- customer service skills, and
- dedication and loyalty.

Several negative stereotypes or concerns have been mentioned regarding older workers. The relative merits of these generalizations are explored in this next section. As becomes clear, research findings often do not support these generalizations.

²⁸ Appendix A provides more information about the soft skills advantages of the 50 and older workers.

Lack of creativity

There is a general sense that older workers lack creativity. In one survey by the Center on Aging and Work at Boston College, only 29 percent of employers rated their late-career employees as creative, compared with 35 percent of employers rating their early-career, and 34 percent of their mid-career employees as creative.²⁹

Another study surveyed subscribers to the Harvard Business Review, asking them how they would handle various scenarios if they were managers, including making promotion decisions. The scenarios involved either younger (aged 32) or older (aged 61) workers. They found that respondents were less likely to promote older workers to jobs described as requiring creativity (as well as flexibility and high motivation).³⁰

Unwilling to learn new things

Another stereotype about older workers is that they are unwilling to learn new skills or obtain job-related training. Some of this perception may be warranted--as noted in the discussion of skills deficits, just 27 percent of MetLife survey respondents aged 55-70 years old who were looking for work reported pursuing training opportunities to better their job prospects.³¹

However, in an online AARP survey of workers aged 50 and older, 93 percent reported enjoying learning new things, with three-quarters (77 percent) specifically interested in work-related training.³²

Less productive

A national study by the Urban Institute identified the concern that older workers would be less productive than younger workers as one of the reasons employers are reluctant to hire older workers.³³

The issue of productivity and worker age was examined by the Center for Retirement Research at Boston College.³⁴ They noted worker disability trends removed the less productive workers from the workforce, potentially improving the overall level of productivity of workers 60 and older. Another trend the Center noted was that the later retirement age was more likely to occur for workers with above-average productivity.

To obtain a better understanding of the employment prospects of older workers, the Center for Retirement Research conducted a survey of 400 private sector employers regarding

²⁹ "Managerial Attitudes Toward Older Workers: A Review of the Evidence," by Richard W. Johnson, 2007, Washington, D.C.: The Urban Institute.

³⁰ Rosen, Benson, and Thomas H. Jerdee. 1977. "Too Old or Not Too Old?" *Harvard Business Review* 55(6): 97–106.

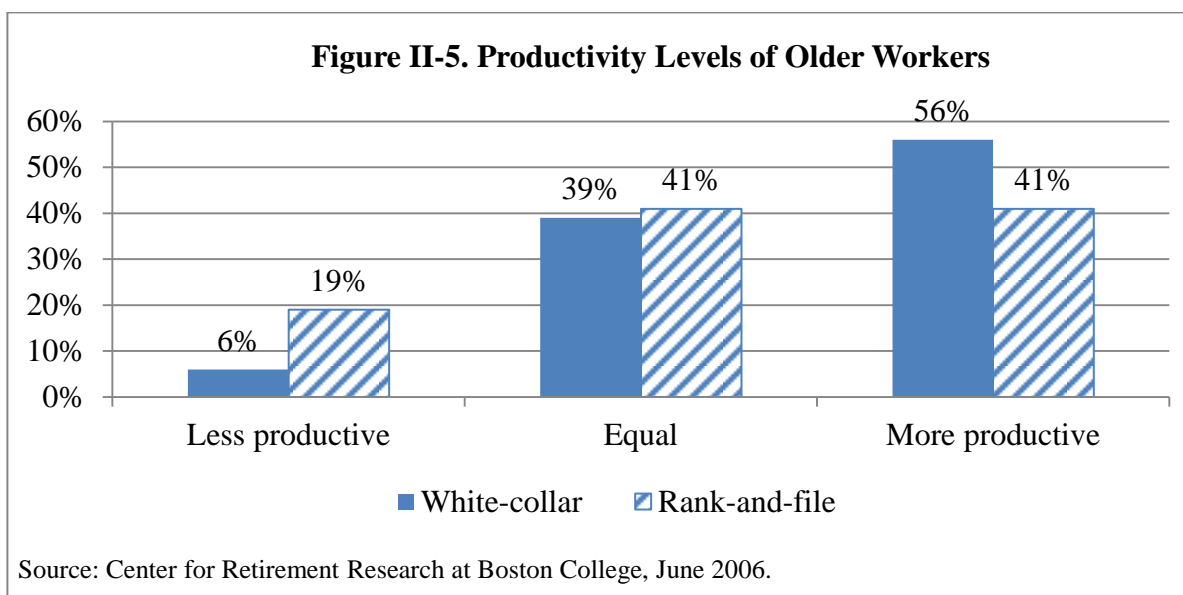
³¹ MetLife Mature Market Institute, October 2009, "Buddy, Can You Spare a Job?", David DeLong & Associates.

³² "Investing in Training 50+ Workers: A Talent Management Strategy," by AARP, April 2008.

³³ The Urban Institute, Age Differences in Job Loss, Job Search, and Reemployment, by Richard Johnson and Corina Mommaerts, January 2011.

³⁴ "The Impact of Population Aging and Delayed Retirement on Workforce Productivity," by Gary Burtless, CRR WP 2013-11, May 2013, Center for Retirement Research at Boston College.

attitudes toward their employees or job candidates.³⁵ Figure II-5 shows the majority thought those aged 55 and older were equally or more productive than those less than 55 years of age.



Over half of employers said that older white collar managers and professionals were more productive than their younger counterparts. Four out of five employers also thought that older rank-and-file employees were at least as productive as younger workers.

Less healthy

While older workers may take longer to recover from injuries, studies have shown that they use fewer sick days on the whole than younger workers.³⁶ Another study found a modest, but statistically significant correlation between avoidable absences and age, where the younger the person, the greater the number of avoidable absences.^{37, 38} Employee age was not a factor, however, when unavoidable absences were examined.

Today's 65 year olds may also be healthier than 20 years ago. As noted previously, three-quarters (76 percent) of people this age rated their health in census surveys conducted during 2008-2010 as "good," "very good" or "excellent."³⁹

³⁵ "Employer Attitudes Towards Older Workers: Survey Results," by Alicia H. Munnell, Steven A. Sass, and Mauricio Soto, An Issue Brief, Center for Retirement Research at Boston College, Series 3, June 2006.

³⁶ "Age-Related Differences in Employee Absenteeism: A Meta-analysis," by J.J. Martocchio, *Psychology and Aging* (4), 1989: 409-414.

³⁷ "Meta-analysis: Cumulating research findings across studies," by J.E. Hunter, F.L. Schmidt, and G.B. Jackson (1982), Beverly Hills, CA: Sage, Inc.

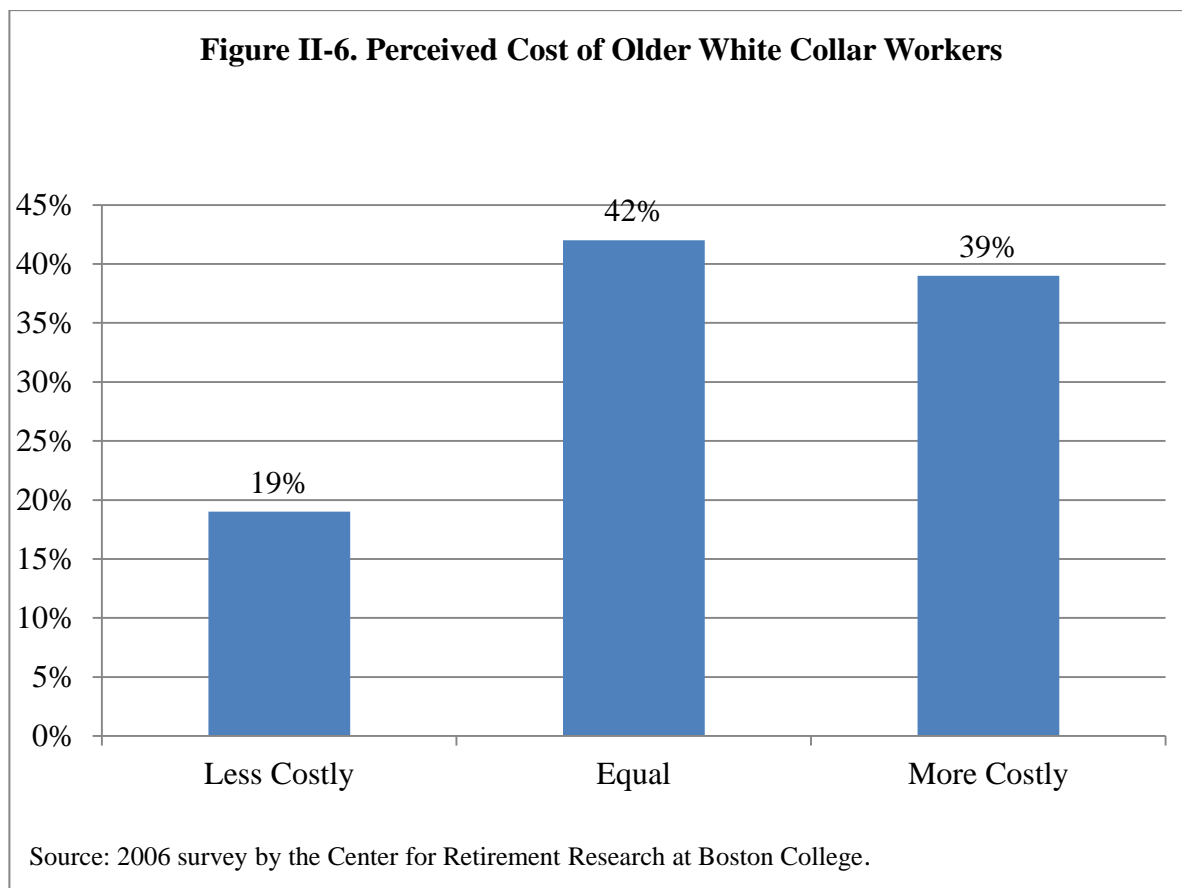
³⁸ "avoidable absences" include employees calling in sick when medically fit for normal work duties.

³⁹ "Older Americans 2012: Key Indicators of Well-Being," by Federal Interagency Forum on Aging Related Statistics.

More expensive, unrealistic salary requirements

One study traced employers' reluctance to hire 50+ year olds to a concern that older workers are more expensive than younger workers due to rigid seniority wage structures or because their health and pension benefits are more expensive.⁴⁰ The study also found another cause of greater expense is employer belief that health and pension benefits are more costly for older workers.

Another study surveyed 400 private sector employers and found that they viewed older employees as more expensive than younger employees, regardless of whether the employees were white-collar or rank-and-file employees.⁴¹ Figure II-6, for example, shows that a sizeable proportion of surveyed employers (39 percent) viewed older managers and professionals as most costly to the employer. The study also noted that the greater expense for older employees was especially likely to be reported by respondents from large companies with over 1,000 employees, and from companies with defined benefit pension plans.



⁴⁰ The Urban Institute, Age Differences in Job Loss, Job Search, and Reemployment, by Richard Johnson and Corina Mommaerts, January 2011.

⁴¹ Employer Attitudes Towards Older Workers: Survey Results, by Alicia H. Munnell, Steven A. Sass, and Mauricio Soto, An Issue Brief Center for Retirement Research (CRR) at Boston College, Series 3, June 2006.

Health care costs. The Health Care Cost Institute is an organization that reports on changes in health care prices, utilization, and spending for employees covered by employer-sponsored private health insurance. Although it is uncertain how costs may change under the Affordable Care Act, the national per capita expenditures reported for 2011⁴² show a rate for 55-64 year olds that is more than double that of 19-44 year olds (Table II-3). Consider also that, as workers get older, their number of dependents decreases, and they also become eligible for Medicare (at age 65).

Table II-3. 2011 National Per Capita Cost for Employers of Employer-Sponsored Private Health Insurance

| Age Category | Per Capita Employer Cost |
|--|--------------------------|
| 18 and Under | \$2,347 |
| 19-44 | \$3,599 |
| 45-54 | \$5,927 |
| 55-64 | \$8,776 |
| Source: Health Care Cost Institute, 2011 Report. | |

From another perspective, depending on state mandates, health care costs between younger and older workers can vary substantially. In their analysis, researchers found the most expensive mandates required by state governments tended to apply to younger workers, driving up health care costs to cover, for example, infertility services, mental health coverage, and alcohol and substance abuse treatment.⁴³

Younger supervisors concerned about managing more experienced older workers

With an increasing number of younger supervisors, there is also concern that older workers will be more difficult to manage. In one study, 88 percent of employers said they were worried about hiring older workers because of conflicts with younger workers.⁴⁴ They also believed younger workers were more likely to avoid conflicts and less likely to give older workers feedback, and use collaborative styles of managing conflicts when problems arise.

In a survey by the Society for Human Resource Management, nearly 60 percent of human resources managers at big companies reported seeing significant office conflicts that resulted from age-related differences, often between older subordinates and younger managers.⁴⁵

⁴² "Health Care Cost and Utilization Report: 2011," by Health Care Cost Institute, September 2012, www.healthcostinstitute.org.

⁴³ The Center on Aging & Work at Boston College, Does Health Insurance Affect the Employment of Older Workers, by Joanna Lahey, Issue Brief 08, June 2007.

⁴⁴ "Managing the Older Worker: How to Prepare for the New Organizational Order" by Peter Cappelli and Bill Novelli, 2010, Boston, MA: Harvard Business Press

⁴⁵ "The Generation Gap at Work," CNNMoney.com, <http://money.cnn.com/2007/11/01/pf/100710960.moneymag/>.

PERCEPTIONS ABOUT LONG-TERM UNEMPLOYED

In addition to some of the challenges unique to the older unemployed, there are also negative perceptions about the long-term unemployed, a category that many older unemployed fall into. Regardless of age, individuals who have been unemployed the longest are least likely to find work. According to a report by the National Employment Law Project,⁴⁶ those who have been unemployed for more than one year, have a less than 1-in-10 chance for finding a job in a given month (regardless of age).

Advertisements Requiring Employment to Seek Employment

As employers became increasingly inundated with applications during the Great Recession, some began to specify in their job announcements that the “unemployed need not apply,” or that the employer would only accept applications from the currently employed or recently unemployed, creating yet another barrier to reemployment for the long-term unemployed.

Possible reasons for excluding the unemployed from consideration for job openings were identified in another study by the National Employment Law Project.⁴⁷ With such an abundance of applicants, the researchers came across media reports suggesting that screening out the unemployed, or long-term unemployed, is a simple way to reduce the workload for those involved with the hiring process. Another possible explanation is the employers believe that those currently employed have a stronger work ethic than the unemployed.

Legislative Remedies to Advertising Practice

The Connecticut legislature considered legislation in 2012 intended to bar this advertising practice, but no such provision was enacted. HB 5199 and SB 79, raised by the Labor and Public Employees and the Commerce Committees respectively, both attempted to amend the state’s discrimination law by adding unemployment status, i.e., making it a discriminatory practice to:

“advertise employment opportunities in such a manner as to restrict such employment so as to discriminate against [individuals] any individual because (A) of [their] such individual’s race, color, religious creed, age, sex, gender identity or expression, marital status, national origin, ancestry, present or past history of mental disability, intellectual disability, learning disability or physical disability, including but not limited to, blindness, **or (B) such individual is unemployed.**” (sSB 79 (File 29) amending C.G.S. Sec. 46a-60(a)(6), 2012)⁴⁸

⁴⁶ National Employment Law Project (NELP) Scarring Effects: Demographics of the Long-Term Unemployed and the Danger of Ignoring the Jobs Deficit, by Mike Evangelist and Anastasia Christman, Briefing Paper, April 2013.

⁴⁷ National Employment Law Project (NELP), Hiring Discrimination Against the Unemployed: Federal Bill Outlaws Excluding the Unemployed from Job Opportunities, as Discriminatory Ads Persist, July 12, 2011 Briefing Paper.

⁴⁸ Originally both bills also contained another amendment to the state’s discrimination laws provisions: a prohibition against refusing to consider for employment or refusing to offer employment based on a person being unemployed. This language was removed from SB 79 after public hearing (and HB 5199 did not move along after public hearing.)

The Connecticut Jobs Bill of 2012 (SB 1) also included the provision noted above until removed as part of a strike-all amendment on the Senate Floor. The final jobs bill that was ultimately passed during the Special Session did not contain language to address these advertising practices directed at unemployed individuals.

Concerns raised during public hearings for these bills included:

- subjecting employers/businesses to possible legal action that would be hard to defend against
- increasing an employer's risk of liability and "chill" hiring just as businesses are looking to add jobs
- dealing with lack of available resources for the Commission on Human Rights and Opportunities to process complaints for this newly protected class (i.e., the unemployed)

The Senate bill (SB 79) passed the Senate, but did not proceed further. Before Senate passage, an amendment was offered (but defeated) to address the advertising practice concern outside the state discrimination laws, and in the process create a new statute.

"No person, employer, employment agency or labor organization, except in the case of a bona fide occupational qualification or need, shall advertise employment opportunities in such a manner as to prohibit individuals who are unemployed from applying for such employment. The Labor Department may issue a cease and desist order against any person, employer, employment agency or labor organization that advertises an employment opportunity in violation of this section for the first such violation and may, in addition to a cease and desist order, impose a fine of up to two hundred fifty dollars for any subsequent employment opportunity advertised in violation of this section by the same person, employer, employment agency or labor organization." Proposed Senate A to sSB 79 (File 29) (rejected May 1, 2012).

Other states. A number of states have addressed this issue during the past few legislative sessions. As summarized in Table II-4, as of July 2013, two states and the District of Columbia states have passed legislation prohibiting discrimination against the unemployed (New Jersey (passed in 2011), Oregon (passed in 2012), and District of Columbia (passed in 2012)). In addition, there were nine states that introduced bills during the 2013 legislative session (Florida, Iowa, Maine, Massachusetts, Minnesota, New Hampshire, New York, Pennsylvania, and Virginia).⁴⁹

⁴⁹ "Discrimination Against the Unemployed," National Conference of State Legislatures, July 24, 2013.

Table II-4. Summary of Successful Legislation in Other States: 1) Prohibiting Job Advertisements to Provide Unemployed Persons Cannot Apply; and/or 2) Prohibiting Employment Discrimination against Unemployed Persons

| State | Bill Number | Bill Summary |
|---|---|--|
| New Jersey | AB 3359 AAC employment discrimination and supplementing Title 34 of the Revised Statutes | Prevents potential employers from publishing, in print or on the Internet, an advertisement for any job vacancy that: <ul style="list-style-type: none"> 1) lists current employment as a required qualification 2) states unemployed candidates will not be considered 3) states only employed candidates will be considered |
| Oregon | S 1548 | Prohibits potential employers from publishing, in print or on the Internet, an advertisement for a job vacancy that: <ul style="list-style-type: none"> 1) lists current employment as a required qualification 2) states unemployed candidates will not be considered 3) states only employed candidates will be considered |
| District of Columbia | B 486 Unemployed Anti-Discrimination Act of 2012 | Prohibits discrimination in employment on the basis of an individual's status or history of unemployment |
| Source: National Conference of State Legislatures, individual state legislative websites. | | |

Federal legislation. In 2011, U.S. Congresswoman Rosa DeLauro (CT) and U.S. Senator Richard Blumenthal (CT) introduced bills in their respective chambers to prohibit discrimination in employment on the basis of an individual's status or history of unemployment. Congresswoman DeLauro's bill (HR 2501) would have prevented employers with at least 15 employees from discriminating against the unemployed when posting job openings. Senator Blumenthal's bill (S 1471) would have prevented employment status to be used as criteria in hiring or in advertising job openings.

Chapter III

Assessment of Labor Programs to Promote the Reemployment of Older Workers

As noted in the Introduction, there are very few reemployment programs that provide services targeted only to older workers. However, apart from the non-age restricted services available at the CTWorks Career Centers, there are programs that serve a significant proportion of older adults.

This chapter will describe the Connecticut labor employment and training system, followed by a review of general and intensive services available at the CTWorks Career Centers. The remainder of the chapter will focus on several key programs that provide viable options for unemployed older workers: the North Central Workforce Investment Board FIRST program, the Eastern Workforce Investment Board (EWIB) online learning program, and statewide STEP UP and Apprenticeship programs.

OVERVIEW OF CONNECTICUT LABOR EMPLOYMENT AND TRAINING SYSTEM

Figure III-1 provides a brief overview of the components of the Connecticut labor employment and training system. Programs reviewed as part of this study are reflected in the chart. The key labor-related entities are: Connecticut Department of Labor (CTDOL); Connecticut Department on Aging; Connecticut Employment and Training Commission (CETC), and the Office of Workforce Competitiveness (OWC); and the Regional Workforce Investment Boards (WIBs), and the CTWorks One-Stop Career Centers (One-Stops).

CTDOL. The Connecticut Department of Labor (CTDOL) is the primary state agency responsible for employment and training. Much of CTDOL operates within federal requirements. Unlike many other state agencies, the structure and operation of CTDOL is prescribed by several federal acts, the two most relevant to the current study being the Workforce Investment Act (WIA) and the Wagner Peyser Act.⁵⁰

As shown in the CTDOL organizational chart (Figure III-2), there are several initiatives PRI reviewed as part of this study: the Apprenticeship program, an office within the CTDOL; and the STEP UP program, which is operated by CTDOL in partnership with the WIBs.⁵¹

⁵⁰ For a more comprehensive review of these laws, see *OLR Backgrounder: Workforce Development* (2012-R-0499).

⁵¹ The CTDOL-operated TAA and Rapid Response programs are not included due to limited available information.

Figure III-1. Connecticut Labor Employment and Training System

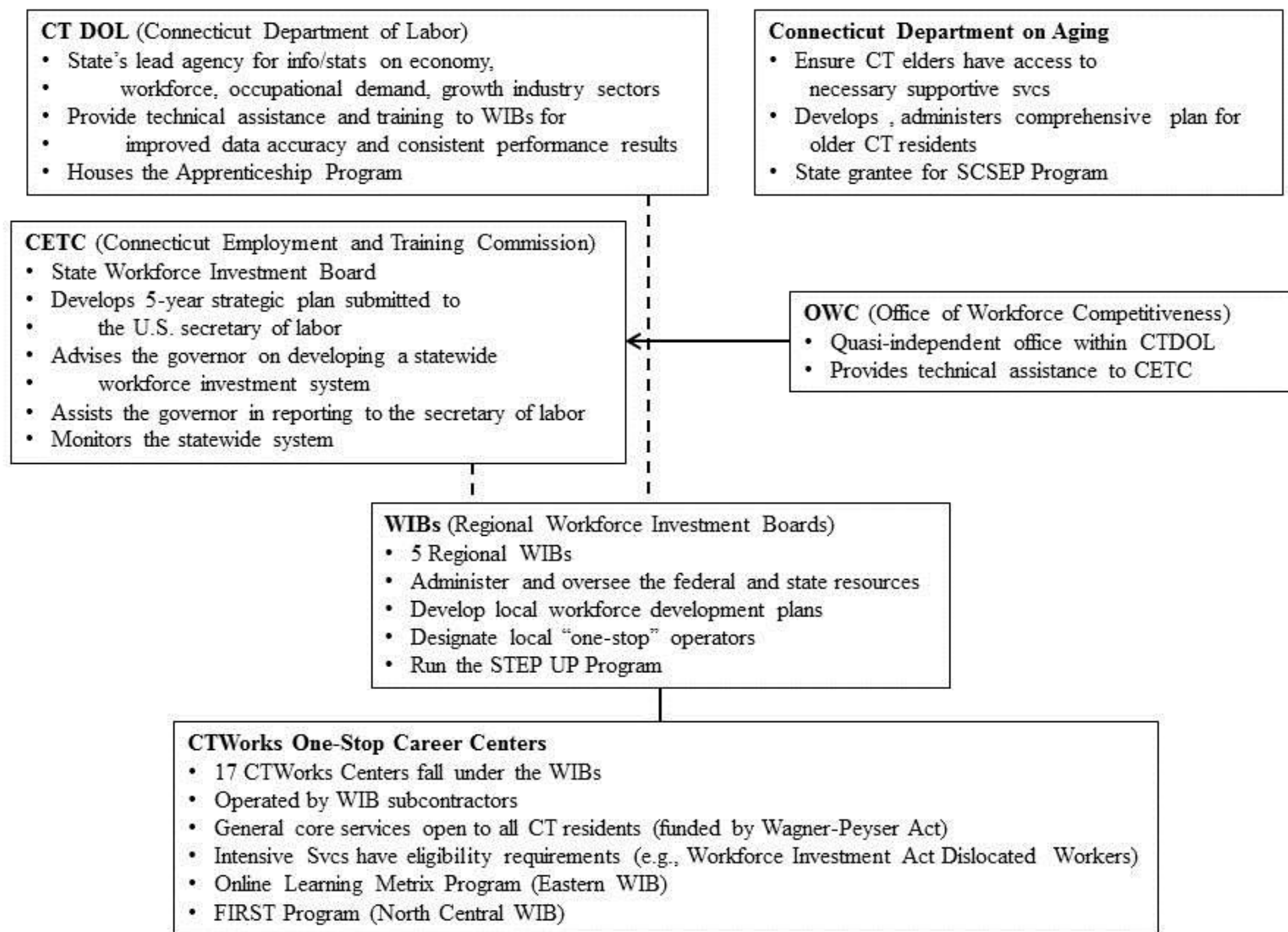
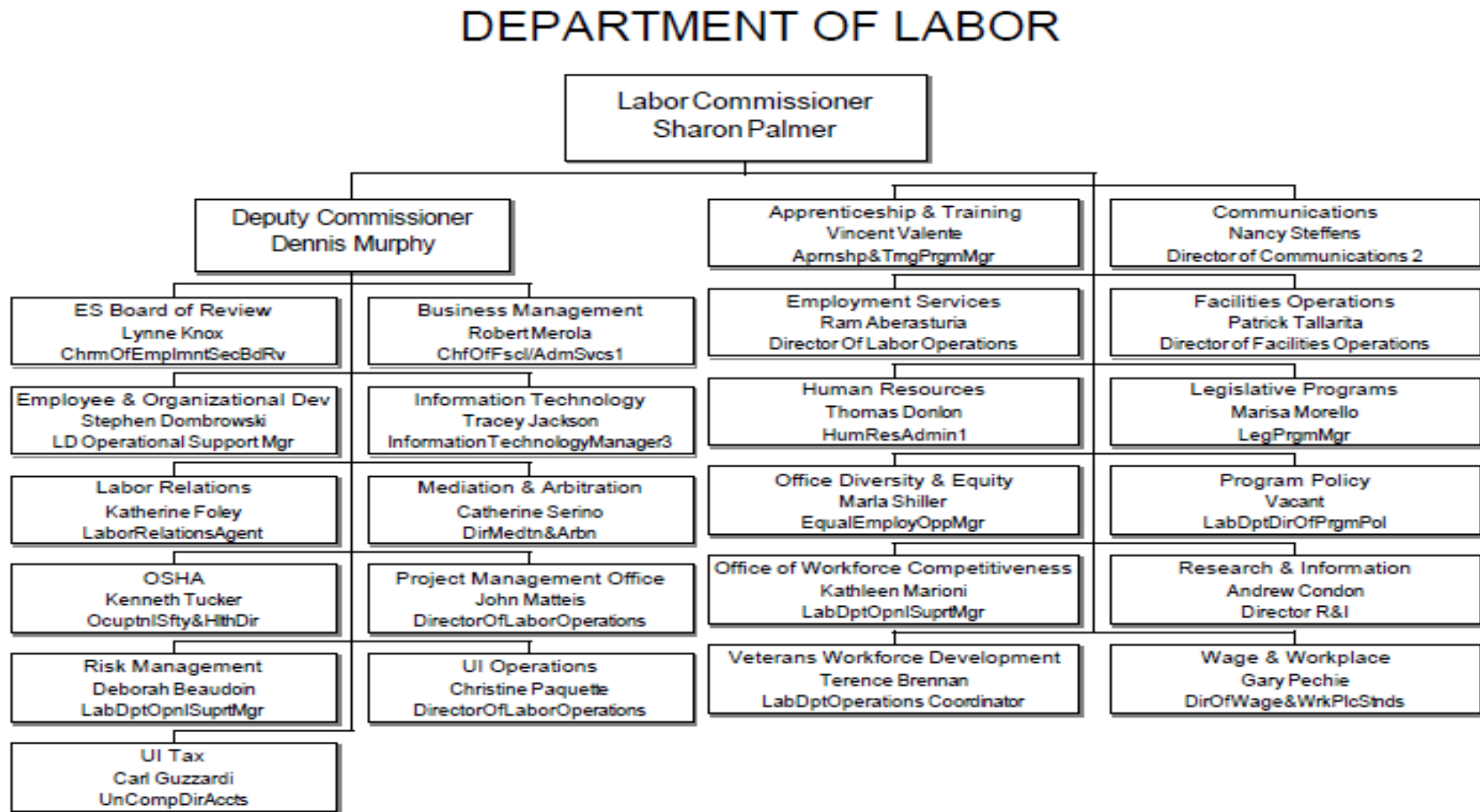


Figure III-2. Connecticut Department of Labor Organizational Chart



October 2013

CETC. The Connecticut and Employment Training Commission (CETC) was created in 1989 with a statutory mandate to plan, coordinate, and evaluate training programs.⁵² CETC is the State Workforce Investment Board under federal law (Workforce Investment Act—WIA) and governing state statutes (C.G.S. Sec. 31-3h). Members of the commission represent Connecticut businesses, key state agencies, regional/local public entities, organized labor, community-based organizations and other key stakeholders. Section 31-3bb of the Connecticut General Statutes requires CETC to report on employment outcomes for employment and training programs. The first report was issued in December 1998. The Office of Workforce Competitiveness (OWC) operates as a quasi-independent office within the CTDOL, providing technical assistance to support CETC’s efforts. Specifically, the commission must:

- develop a 5-year strategic plan submitted to the U.S. secretary of labor,
- advise the governor on developing a statewide workforce investment system,
- assist the governor in reporting to the secretary of labor, and
- monitor the statewide system.

In August 2011, CETC was restructured administratively, requiring members to have a lead role in proposing policy and strategy to coordinate efforts to develop and maintain a state workforce that is educated, skilled, and productive.

WIBs. The Workforce Investment Act requires each State to create local or regional Workforce Investment Boards (WIBs). The WIBs administer and oversee the federal and state resources that support the regional network of “one-stop” delivery systems and education and training investments in each of the regions. Specifically, each of Connecticut’s five regional WIBs is responsible for:

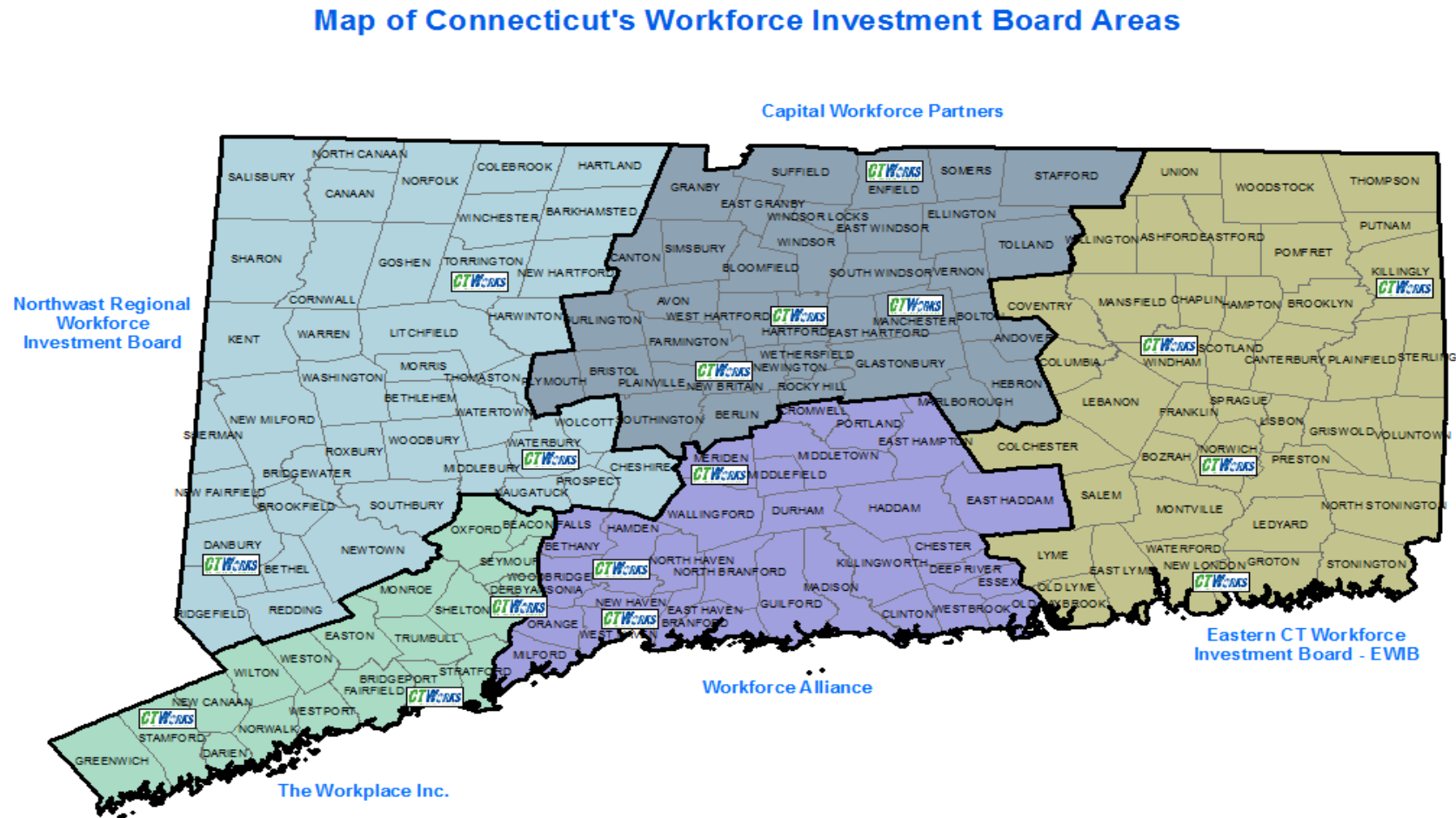
- developing a local workforce development plan,
- designating local “one-stop” operators,
- designating eligible providers of training services,
- negotiating local performance measures, and
- assisting in developing a statewide employment statistics system.

As shown in Figure III-3, the five regional WIBs in Connecticut are:

- Northwestern Regional WIB (3 one-stops)
- North Central WIB/Capital Workforce Partners (4 one-stops)
- Southwestern/The WorkPlace (3 one-stops)
- Eastern/Eastern CT Workforce Investment Board EWIB (4 one-stops)
- South Central/Workforce Alliance (3 one-stops)

⁵² The commission replaced the Job Training Coordinating Council, whose scope was limited to activities carried out under the federal Job Training Partnership Act.

Figure III-3. Connecticut Workforce Investment Board Areas and One-Stop Career Centers



The Connecticut Department of Labor and the Workforce Investment Boards recently met to address duplication of efforts between the two entities. Occasionally, for example, the same workshop will be held by both CTDOL staff and One-Stop operator staff (vendor) at a CTWorks Career Center, with both workshops being cancelled due to under-enrollment. Had a single offering occurred, it is likely there would have been enough enrolled to offer the workshop.

An outcome of this meeting was to work on developing memorandums of understanding regarding coordination of efforts between the WIBs and CTDOL. The Commissioner of the CTDOL reported that, to her knowledge, no one has previously tried to address this duplication of efforts and find a better way to coordinate the One-Stop services offered by both the CTDOL and WIBs. Currently, each individual WIB director and CTDOL counterpart (CTDOL Job Services Director) has started meeting to develop these MOUs and it will be several months before any MOUs are completed.

CTWORKS CAREER CENTERS (ONE-STOPS)

One-Stops. The Workforce Investment Act of 1998 established local one-stop centers to provide centralized access to employment and training services under a number of programs, including those administered by the federal Departments of Labor, Education, Health and Human Services, and Housing and Urban Development (Pub. L. No. 105-220, Sec. 121).⁵³ During the Great Recession, increasing numbers of unemployed persons turned to one-stop centers for assistance, with the overall number of older workers seeking such assistance more than tripling.⁵⁴

Connecticut currently has 17 CTWorks Career Centers, also referred to as One-Stop Centers, which operate within the five regional workforce investment boards (Figure III-3). Some services are available to any Connecticut resident (General Core One-Stop Services), regardless of employment status and income, while other services are restricted to populations meeting certain criteria (e.g., Intensive Services for WIA Dislocated Workers).

Funding

There are two main federal programs that fund the one-stop services described in this chapter: the Workforce Investment Act of 1998 (WIA); and Wagner-Peyser. In FY 13, WIA provided \$29,153,112 and Wagner-Peyser \$7,886,732 to Connecticut. Wagner-Peyser funds are used to operate general core one-stop services, which were provided to approximately 218,900 individuals in FY 13. WIA funds are used to serve individuals more intensively (including the

⁵³ On August 7, 1998, President Clinton signed the Workforce Investment Act of 1998 (WIA), comprehensive reform legislation that supersedes the Job Training Partnership Act (JTPA) and amends the Wagner-Peyser Act. WIA also contains the Adult Education and Family Literacy Act (title II) and the Rehabilitation Act Amendments of 1998 (title IV). Guidance or regulations implementing titles II and IV will be issued by the Department of Education.

⁵⁴ The overall number seeking one-stop services rose from 1 million in 2007 to over 3 million in 2010, and the number of older workers seeking one-stop services rose from 124,000 in 2007 to 441,000 in 2010. (United States Government Accountability Office, Report to the Chairman, Special Committee on Aging, U.S. Senate, April 2012, Unemployed Older Workers: Many Experience Challenges Regaining Employment and Face Reduced Retirement Security).

following three populations: adults, dislocated workers, and youth),⁵⁵ which were provided to approximately 5,800 in FY 13.

General Core One-Stop Services

General core one-stop services are available to any Connecticut resident, regardless of employment status and income. The Wagner-Peyser Act of 1933⁵⁶ established a nationwide system of public employment offices, which fund the following universal one-stop services:

- job search assistance;
- career counseling;
- job referrals;
- job development; and
- workshops and job clubs.

Workshops. The One-Stops offer workshops targeted to older adults, such as:

“Boomers Back to Work”

“Finding a Job: Concerns of ‘Older’ Applicants”

“Over 40 and Looking for Work”

“Job Search Techniques for the Over 50 Crowd”

Job search assistance. Apart from workshops and some online education available for older adults, depending on the region, no other training is provided at this general level. Rather, the emphasis is on job search assistance to individuals who have recently left the workforce but may or may not have extensive work experience.

With a focus on self-help, both employers and job seekers have access to a job bank called CT.jobs, Connecticut’s state labor exchange system. CT.jobs allows approved Connecticut businesses to post job openings and search résumé banks for qualified candidates. CT.jobs also allows job seekers to search thousands of employment opportunities, post résumés online for approved business representatives to view, and refer themselves to job openings.

The CTDOL provides labor market information about employment, occupations, and other data useful in career decision-making. Developed and maintained by the CTDOL Office of Research, tools are universally available in paper (e.g., “Connecticut Career Paths”⁵⁷) and online (e.g., Training and Education Planning System (TEPS), and Connecticut Job and Career ConneCTion).

⁵⁵ Although there may be some unemployed older adults within the WIA adult population, the older adults within the WIA dislocated worker population were the one-stop client group of particular interest for this analysis.

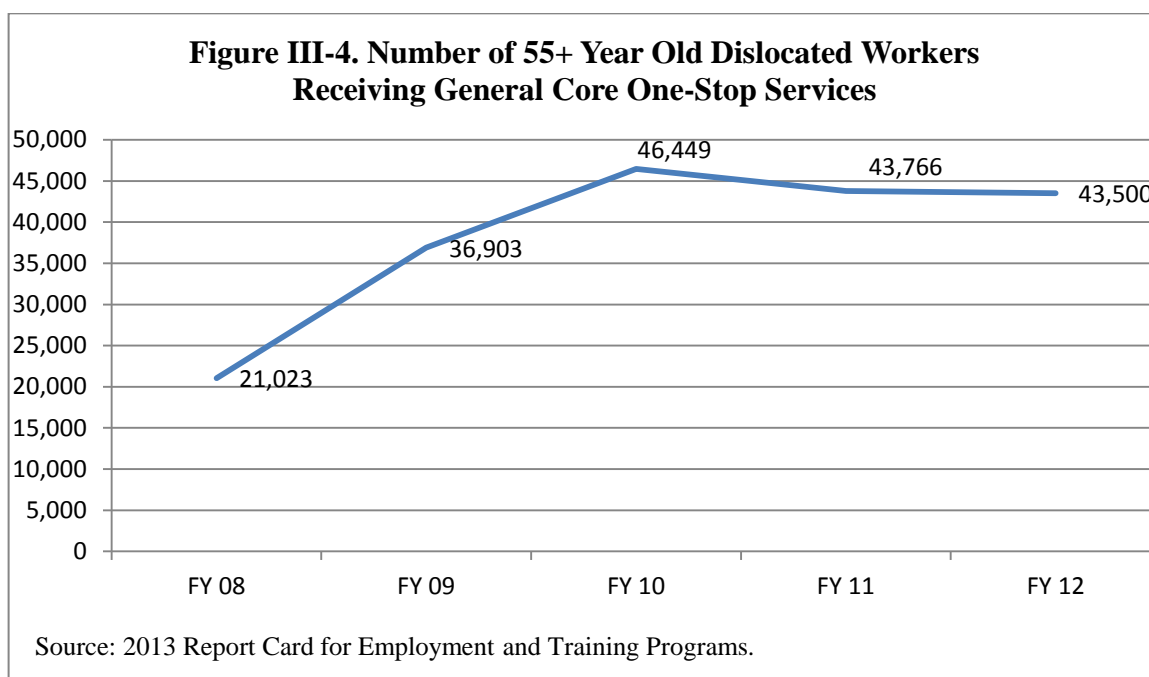
⁵⁶ The mission of the Wagner Peyser Act was to assist job seekers in finding jobs, and employers in finding qualified workers.

⁵⁷ Produced annually, containing information on: career strategies and job advice; education and training guide; wages; job descriptions; and local, statewide and online resources.

The one-stop centers provide all clients with access to computer labs, fax machines, postage, and photocopying machines. To facilitate their job searches, clients have access to the internet, telephones (including TTY/TTD), employment periodicals, newspapers, and job postings.

In addition to workshops on how to create a résumé, many One-Stop Career Centers offer résumé critiquing. In focus groups with unemployed individuals, PRI staff observed some participants expressing confusion about seemingly contradictory feedback given on their résumés. While résumé writing is not an exact science, some have earned a certified résumé writer credential. All CTDOL staff offering this assistance at the One-Stop Career Centers are required to be Certified Professional Résumé Writers, a credential awarded by the Professional Association of Résumé Writers.⁵⁸ Not all WIB One-Stop operators, however, have this requirement for their staff providing résumé writing assistance at the One-Stop Career Centers.

Program usage. Figure III-4 shows the number of individuals 55 and older who were classified as Wagner Peyser, and were registered for general core one-stop services. The 43,500 older adults registered in FY 12 made up one-fifth of all who generally registered for one-stop services. In contrast, the 21,023 older adults registered in FY 08 made up 15 percent of all generally registered individuals. *Both the number and percent of 55+ year olds utilizing general core one-stop services in FY 12 increased from FY 08.*⁵⁹



Entered employment. Results for the general core one-stop services (Wagner Peyser) are captured as part of the report card prepared annually by CETC for certain Connecticut

⁵⁸ There are three national organizations certifying résumé writers: Professional Association of Résumé Writers, Career Directors International Professional Association, and the National Résumé Writers' Association.

⁵⁹ WIA Program Years are converted to (state) Fiscal Years for purposes of the chapter analyses.

employment and training programs. Table III-1 provides employment information for those who exited the program, regardless of age. As the table shows:

- demand for service increased by 62 percent from FY 08 to FY 11, with participation increasing from 142,200 to 231,068;
- 39-43% exited to employment during FY 09-FY 11;
- approximately 80 percent retained their employment for six months; and
- weekly wages tended to average slightly above \$500 during FY 09-FY 11.

| Table III-1. Employment Information for General Core One-Stop Service Exiters | | | | | | | | |
|--|--------------|-------|--------------|-------|--------------|-------|--------------|-------|
| Result | FY 08 | | FY 09 | | FY 10 | | FY 11 | |
| Total program participants | 142,200 | | 208,021 | | 246,131 | | 231,068 | |
| Total program exiters | 106,174 | 75% | 174,644 | 84% | 213,915 | 87% | 200,441 | 87% |
| Entered employment | 59,531 | 56.1% | 74,560 | 42.7% | 82,976 | 38.8% | 82,887 | 41.4% |
| Retained employment for 6 months | 49,114 | 82.5% | 56,542 | 75.8% | 65,556 | 79.0% | 66,036 | 79.7% |
| Weekly wages on entering employment | \$483 | | \$512 | | \$500 | | \$514 | |
| Change in weekly wages from pre- to post-program services | \$46 | | (\$12) | | \$81 | | \$117 | |
| Source: 2013 Report Card for Employment and Training Programs Final Draft. | | | | | | | | |

The CTDOL Office of Research provided outcome information by age on those who exited the general core one-stop services in FY 11. *Just 39 percent of the 50+ year olds exited general core one-stop services for employment compared with 47 percent of the under 50 exiters.*

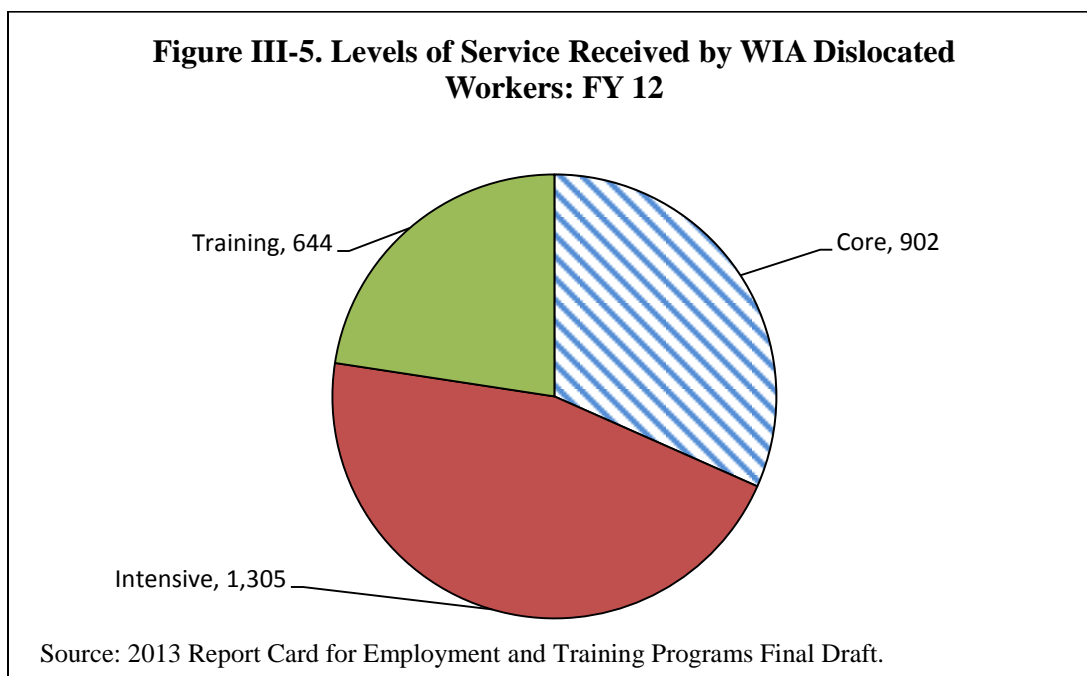
Weekly wages for those who left the program for employment, however, were higher for the 50+ year olds compared with those under age 50 (\$729 vs. \$481, respectively). Approximately 80 percent in both age groups retained their jobs for six months in FY 11.

Intensive Services for WIA Dislocated Workers

Service criteria. As described earlier, the Workforce Investment Act (WIA) allocates certain funds to dislocated workers. To be eligible for WIA dislocated worker programs, the individual must meet the following criteria:

- have been terminated or laid off, or have received individual notice of termination or layoff, from employment generally due to plant closures or downsizing; or
- received a general notice of the facility closure within 180 days; and
- is unlikely to return to a previous industry or occupation; or
- be a displaced homemaker⁶⁰

Services offered. The WIA dislocated workers are able to receive more intensive services at the one-stop career centers. Intensive services for WIA dislocated workers are delivered at three levels: 1) staff-assisted core services; 2) intensive services; and 3) training services. Of the 1,812 served in FY 12, Figure III-5 shows that 72 percent received intensive services.



Staff-assisted core services. Staff-assisted core services provide one-on-one or small group assistance. These services are available after job-seekers have used the general core one-stop services and remain unemployed. Examples of staff-assisted core services are:

⁶⁰ A displaced homemaker is defined as having provided unpaid services to family members in the home, has been dependent on the income of another family member and is no longer supported by that income, and is unemployed or underemployed and is experiencing difficulty in obtaining or upgrading employment.

- staff-assisted job search, job referral, and career counseling;
- staff-assisted assessment, job placement assistance, and testing services;
- staff-assisted job development; and
- staff-assisted workshops and job clubs.

Intensive services. If staff-assisted core services do not result in employment, the WIA dislocated worker qualifies for intensive services. Intensive services are also staff-assisted services and include:

- comprehensive and specialized assessment, such as diagnostic testing and interviewing;
- full development of individual employment plans (IEP), including evaluation of employment barriers;
- group or individual counseling;
- case management;
- short-term prevocational services; and
- internships and work experience.

Training services. If these more intensive efforts fail to result in employment for WIA dislocated workers, then individuals enrolled in WIA intensive services may apply for, and be granted training scholarships or individual training accounts (ITAs). The maximum per person amount for training varies by WIB region, depending on their regional policy. In the North Central WIB region, for example, ITAs may go up to \$4,000.

In order to receive the ITA, funds must be available and the applicant must meet the following criteria:

- have received at least one intensive service;
- have a completed career assessment and formulated an IEP that specifies that training is appropriate;
- been unable to find suitable employment with existing skills and/or academic credentials; and
- have been determined to have medium or high priority consideration for training via the priority rating scale—veterans receive priority of service for training.

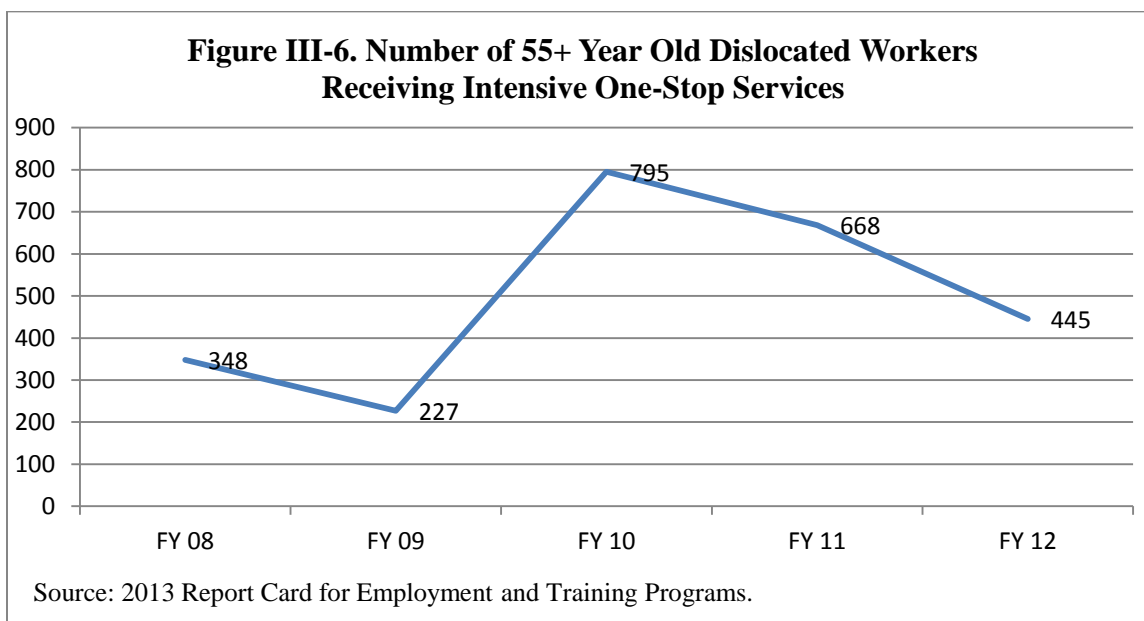
If granted, the ITAs may be used to pay for training of their choice.⁶¹ Training may include:

- occupational skills training;

⁶¹ This training program must be chosen from a Statewide Eligible Training Program (provider) list. ITAs may be used for training at a community college, participation in Encore!Hartford, and many other options.

- on-the-job training;
- private sector training programs;
- skill upgrading and retraining;
- entrepreneurial training;
- adult education, basic skills and/or literacy in combination with any other training;
- customized training; or
- co-op.

Program usage. Figure III-6 shows the number of individuals 55 and older who were classified as WIA dislocated workers, and were registered for intensive one-stop services. The 445 older adults registered in FY 12 made up nearly one-quarter (24 percent) of all WIA registered dislocated workers. In contrast, the 795 older adults registered in FY 10 made up 22 percent of all WIA registered dislocated workers.⁶²



Entered employment. Table III-2 provides training completion and employment information for those who exited the WIA/Intensive Services one-stop program, regardless of age. The table shows:

- demand for service increased by 55 percent from FY 08 to FY 11, with participation increasing from 1,692 to 2,629;
- 58-67% of those who exited had completed training or education programs;

⁶² There were approximately 120 to 158 additional older adults who received intensive one-stop services during this same time period, but under the WIA adult services classification, which is not reviewed here.

- 67-72% of the exiters who had completed training/education left for employment during FY 09-FY 11;
- approximately 95 percent retained their employment for six months; and
- weekly wages averaged slightly above \$600 in FY 11.

Table III-2. Employment and Training Information for Dislocated Workers Exiters who Received Intensive One-Stop Services

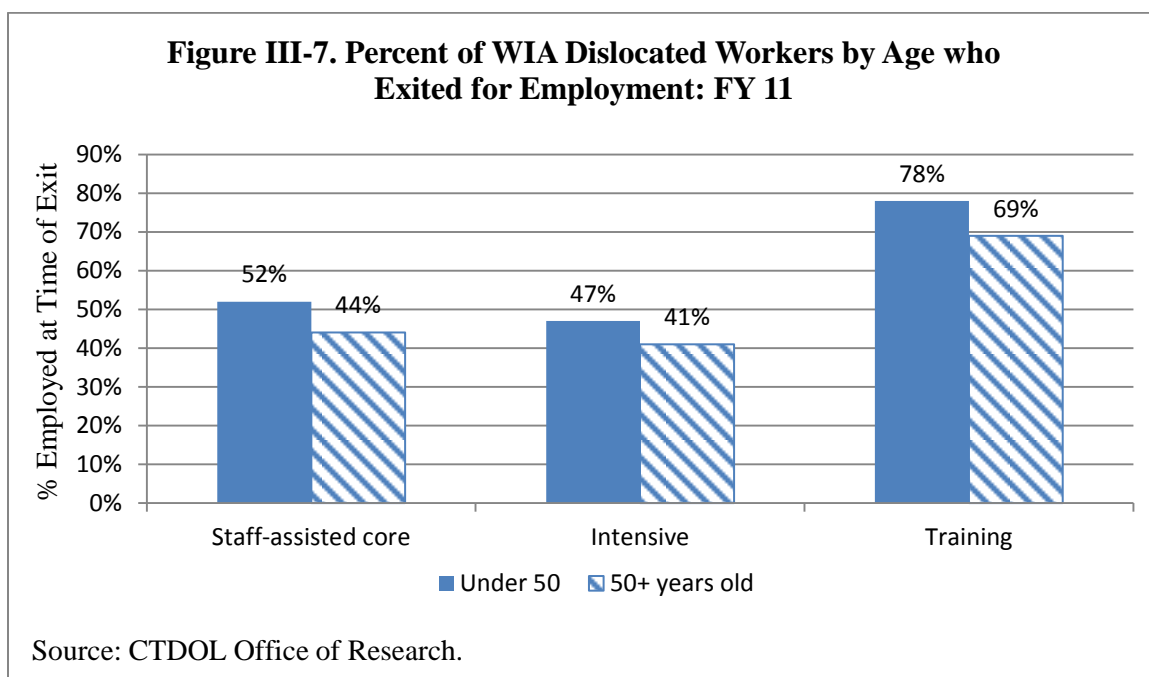
| Result | FY 08 | | FY 09 | | FY 10 | | FY 11 | |
|---|--------------|-------|--------------|-------|--------------|-------|--------------|-------|
| Total program participants | 1,692 | | 1,900 | | 3,529 | | 2,629 | |
| Total program exiters | 642 | 37.9% | 790 | 41.6% | 810 | 23.0% | 1,927 | 73.3% |
| Completed Training/Education | 430 | 67.0% | 529 | 67.0% | 516 | 63.7% | 1,123 | 58.3% |
| Entered employment | 344 | 80.0% | 353 | 66.7% | 373 | 72.3% | 791 | 70.4% |
| Retained employment for 6 months | 330 | 95.9% | 326 | 92.4% | 351 | 94.1% | 743 | 93.9% |
| Weekly wages on entering employment | \$596 | | \$518 | | \$670 | | \$608 | |
| Change in weekly wages from pre- to post-program services | \$36 | | \$63 | | \$30 | | \$120 | |

Source: 2013 Report Card for Employment and Training Programs Final Draft.

The CTDOL Office of Research prepared information contrasting outcomes for WIA dislocated workers who were under age 50 vs. 50+ years old for FY 11. One caveat is that there is some duplication in this dataset. An individual who received staff-assisted core, intensive, and training services, for example, will be counted three times (and as three exiters) in the dataset. Those who exited from training services, almost certainly received staff-assisted core and intensive services, thus, experiencing the full complement of intensives services available to WIA dislocated workers.

Of the 2,629 who received intensive services as WIA dislocated workers in FY 11, there were 1,927 (73 percent) who exited services. Figure III-7 shows the percent of WIA dislocated workers who were employed at the time they exited from the one-stop intensive services in FY 11. The data shows:

- *Regardless of level of service intensity, the under age 50 are more likely to be employed when they exit compared with 50+ year olds.*
- *For both younger and older participants, training results in the greatest percent employed at time of exit.*



Cost Effectiveness Analysis

Cost. In FY 11, funding (after the federal rescission) was \$4,352,052 for WIA dislocated workers and \$7,843,690 for Wagner Peyser (no rescission). These figures are for all individuals served, regardless of age.

As described earlier, the Wagner Peyser funding is used to support the general core one-stop services, regardless of age. In FY 11, 231,068 individuals received general core one-stop services. Approximate cost for the clients served is estimated at \$34 per client. The cost to serve 43,766 older (55+ years old) dislocated workers would be approximately \$1,488,044 (43,766 x \$34).

Using information obtained from the WIA Annual Reports (July 2010-June 2011, and July 2011-June 2012),⁶³ the cost per participant in the intensive services for WIA dislocated workers was \$1,791 in FY 11, and \$2,613 in FY 12. The estimate on cost per participant exiters was \$3,459 in FY 11, and \$4,154 in FY 12. The cost to serve 668 older dislocated workers would be approximately \$2,310,612 (\$3,459 x 668).

Benefit. It is assumed that some benefit was derived from individuals who completed training or education programs through the WIA dislocated worker funding. With finding a job

⁶³ State of Connecticut Workforce Investment Act Annual Report (July 2010-June 2011, October 2011 and July 2011-June 2012, October 2012)

being the ultimate goal for one-stop clients, the number who exited into employment would be another benefit that could be measured.

In FY 11, there were 1,123 out of 1,927 (58 percent) who completed training or education programs. Also in FY 11, there were 231,068 clients who received the general core one-stop services.

In FY 11, there were 82,887 out of 200,441 general core one-stop recipients who became employed (41 percent). In FY 11, there were 791 out of 1,123 intensive services recipients who became employed (70 percent).

Cost per reemployed program participant. Combining the cost and benefit information, it is estimated to have cost \$95 per participant to become employed following participation in the general core one-stop services (\$7,843,690 / 82,887). It is also estimated to have cost \$2,543 per participant to become employed following participation in the intensive services (\$2,011,293 / 791). Note, the program costs are paid from federal funds, through the Wagner Peyser and Workforce Investment Act.

Model program. The state of Ohio changed its one-stop system to improve results. Their “demand-facing service delivery model”⁶⁴ makes meeting employer needs its top priority. With the use of federal stimulus funding, the one-stops hired employees with experience in sales and recruitment. They marketed to employers the benefits of having the one-stops screen and match job candidates with hiring needs, such as less turnover and reduced hiring expenses. Functioning as an employment agency, one-stop workers follow up with employers to make sure the hire was a good match. These efforts have resulted in employers relying on the one-stops as places to find well-qualified employees.

The impact of this shift to a demand-facing service delivery model has resulted in an increase in the job placement rate for dislocated workers, from 62 percent in FY 10 to 87 percent in FY 12. The Ohio state legislature recently passed bills requiring all its one-stops to use this demand-facing service delivery model, and be rebranded as OhioMeansJobs sites.

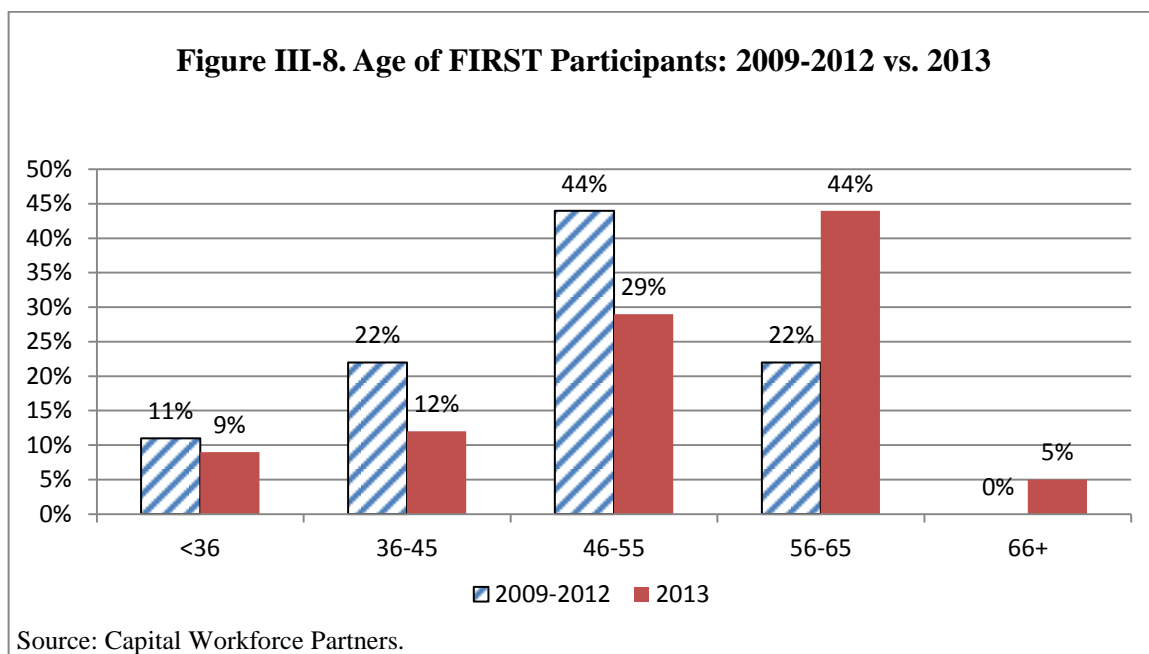
FIRST Program

This section describes the Focused, Intensive, Reemployment Success Training program (FIRST) that is offered at the One-Stop centers in the North Central Workforce Investment Board region (Hartford, Manchester, Enfield, and New Britain). FIRST is intended for unemployed career professionals, many with 15-30 years of work experience. This 90-day program begins with an intensive, one-week “boot camp.” Areas covered in the program include career branding, cover letters and targeted résumés, networking, social media, interviewing, strengths identification, and career matching.

⁶⁴Rather than focusing on the needs of the one-stop client, the model focuses on filling the needs of employers. “Employment Connection: Demand –driven model increases job placement,” Policy Matters Ohio, April 2013.

Funding. FIRST participants are classified as dislocated workers under the federal Workforce Investment Act (WIA), and the program is fully funded by WIA. The FIRST program recently expanded its qualification criteria beyond WIA dislocated workers to include low income adults who are unemployed career professionals who otherwise meet the program criteria for educational degree or longevity with progressive advancement (WIA adults).

Population served. All participants are enrolled in either the adult or dislocated worker federal WIA program. From January 1, 2013 through November 5, 2013, the FIRST program served 112 individuals. Although there are no age restrictions for participation in the FIRST program, almost half (49 percent) were 56+ years old, and an additional 29 percent were 46-55 years old. Figure III-8 shows the increase in age for the first 411 participants (October 2009-December 2012) compared with the most recent FIRST participants (January-November 2013).



The population served is workers who lost white collar, professional jobs. Participants are considered skilled workers (must have at least a bachelor's degree or 15+ years of experience with a history of advancement) who lack up-to-date credentials, lack current job seeker skills, or are in need of changes to their self-marketing ("re-branding"). Many of the FIRST participants are currently receiving, or have run out of, unemployment benefits.

Program Description. The FIRST program was developed by the North Central WIB Capital Workforce Partnership in collaboration with its one-stop operator, KRA Corporation. The program began in 2009 as individual workshops to address the needs of this educated workforce that had been laid off from white collar jobs. Over time, 14 workshops were created for the FIRST program, a sampling of which is shown in Table III-3.

Table III-3. Sampling of FIRST Program Workshops

- FIRST Impressions
- FIRST Class Résumés
- FIRST Place Interviews
- Twenty-FIRST Century Job Search Technology
- FIRST Social Media 1
- FIRST Advanced Networking and How to Read a Job Lead

Source: State of Connecticut Workforce Investment Act Annual Report: July 2009-June 2010 (October 2010).

The FIRST program addresses several barriers to unemployment for professionals including:⁶⁵

- lack of job search skills due to length of consistent employment;
- need for career change if previously-held occupation is no longer in demand;
- age discrimination possibilities; and
- lack of the technical skills and confidence necessary to compete in today's job market.

FIRST addresses these barriers through four program components:

1. one-on-one reemployment consultation;
2. FIRST program workshop series;
3. impact networking cohorts; and
4. job development.

The program is conducted by the one-stop operator's motivational reemployment coaches who have a specialization in such areas as workshop facilitation and one-on-one consultation. Between 6-16 people go through the experience together with a new group beginning each month. During the first week of the program, participants experience an intensive boot camp "day" of six hours, working through a prepared manual. During boot camp, participants explore four career questions:

1. Who am I?
2. What do I do?
3. How do I do it?
4. Why should you hire me?

⁶⁵ State of Connecticut Workforce Investment Act Annual Report: July 2009-June 2010 (October 2010).

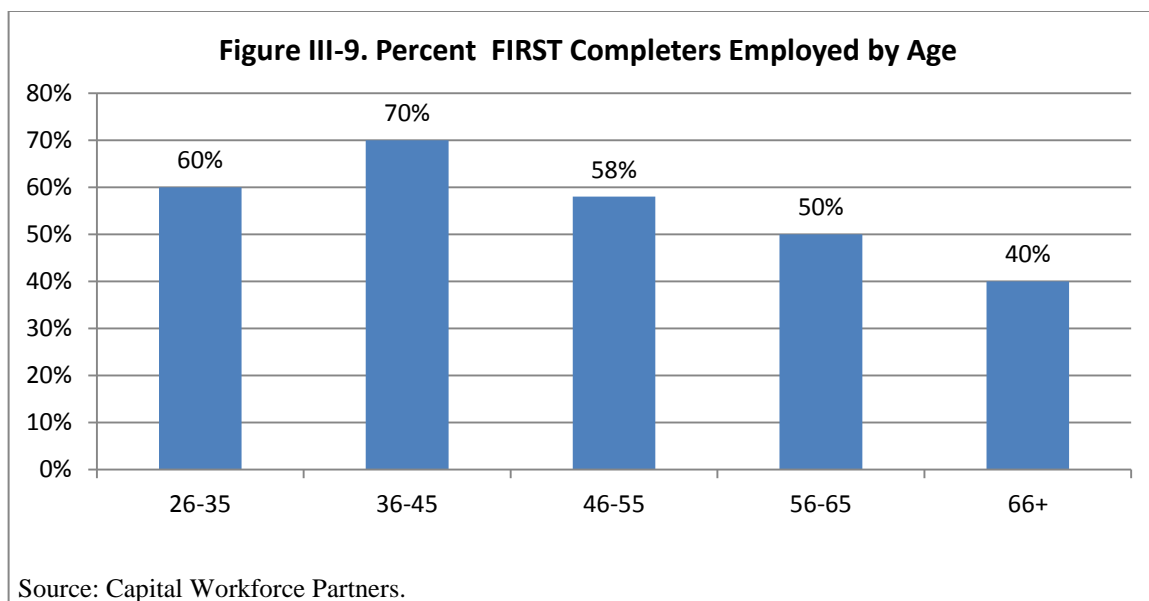
Related to these questions, boot camp participants explore professional value statements, differentiation statements, core competencies, skills, and personality information. Importance is placed on self-awareness and the use of introversion/extroversion, sensing/intuition, thinking/feeling, and perception/judgment, particularly as they relate to making mid-life career choices.

People hear about the FIRST program during the twice-weekly workshop, “Career Services Information Session,” which is the entry point to the One-Stop services. Potential FIRST participants are also identified and referred to the program by One-Stop career agents who believe their clients are good matches with the FIRST program. The Re-Employment Coaches also attend the JETS Schmoozer’s Networking events (described in Chapter VII) to familiarize attendees with the FIRST program.

Program Outcomes. A total of 523 clients have been served by the FIRST program from its inception in October 2009 through November 2013. Information was obtained on the 112 FIRST participants served during January 1, 2013-November 5, 2013. During that time, 84 completed the program (75 percent) while 27 (24 percent) remain in the program and are in the process of completing their scheduled activities. Nearly all participants (97 percent) completed FIRST during the January-November 2013 time, with just three percent withdrawing from the program.

Of the 84 who completed the FIRST program in 2013, over half (55 percent) became employed. The most likely to become employed were in the 36-45 age group (Figure III-9); however, at least half of participants aged 46-65 also became employed. The majority went into full-time employment (72 percent).

FIRST program staff noted that FIRST participants who became successful in becoming reemployed, were more likely to take advantage of the offerings and resources available, learn new skills, and start participating sooner rather than later relative to the time they became unemployed. Less successful FIRST participants tended to have never used computers and had no interest in doing so now, were resistant to technology in general, and had negative attitudinal issues.



Cost. As described earlier, FIRST is funded under the federal Workforce Investment Act. The program is estimated to cost approximately \$150,000 annually. This covers the costs for two FTE career agents, each responsible for 50-60 participants each. Approximate cost for the 112 clients served in CY 2013 would be estimated at \$1,339 per client.

Benefit. According to recent 2013 data, 46 participants in the FIRST program obtained employment thus far. Given that 27 participants have not yet completed the program, and there is an overall employment rate of 55 percent for program completers, PRI estimates that an additional 15 will obtain employment for a total of 61 FIRST participants reemployed in calendar year 2013.

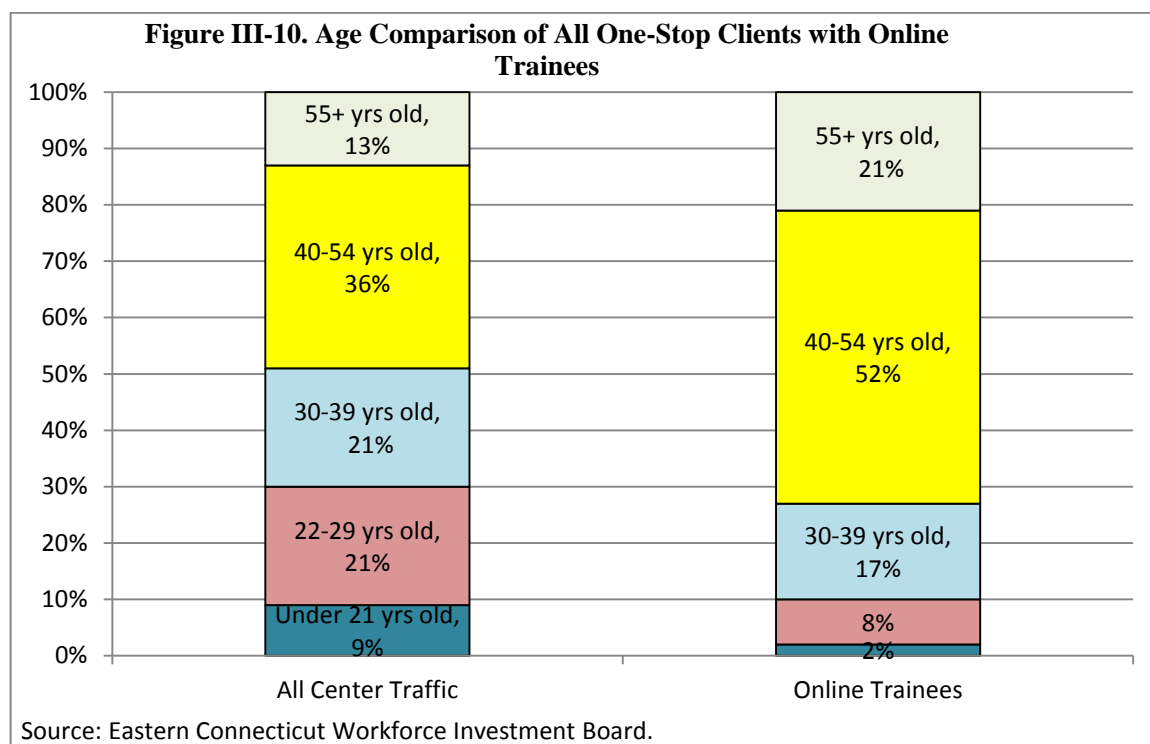
Cost per reemployed program participant. Combining the cost and benefit information, regardless of age, the estimated cost to help the (predicted) 61 FIRST participants become reemployed was approximately \$2,459 per reemployed program participant in calendar year 2013 ($\$150,000 / 61$).

Online Learning Services

This section describes the online learning that is offered at many of the One-Stop centers. Particular focus is given to the Metrix Online Learning program initially introduced in 2006 at the Eastern Connecticut Workforce Investment Board (EWIB). Online learning provides retraining or a skills upgrade, and is one way to address the skill-set deficits identified earlier as a barrier to reemployment for older workers. Access to a wide array of online courses is offered free of charge to the learner, providing the flexibility of learning at a convenient time and location (often in one's own home) rather than in the formal classroom setting.

Funding. Online learning is primarily funded by the federal Workforce Investment Act (WIA). Given an estimated cost of \$100-\$130 per online learner license, an estimated \$100,000-\$130,000 in WIA funds would be required for 1,000 online learners.

Population Served. The Eastern WIB region, for example, reported that 73 percent of individuals enrolled in their online training were 40+ years old, including 21 percent who were 55+ years old. Figure III-10 provides an age profile for the 1,955 online learners compared with all 13,000-14,000 persons estimated to use one of the Eastern Workforce Investment Board One-Stop Centers annually during 2011-2012. The online trainees are older compared with all clients of the One-Stop Centers.



Program Description. The Metrix online learning program gives users access to over 5,000 courses. Based on the experience of EWIB, clients are required to select either a business/information technology or healthcare track. If the business/information technology track is chosen, then the user receives online training through SkillSoft, training software used by the Army, Navy, and some companies. If the healthcare track is chosen, then access to Medcom/Trainex software is provided. Online training topics range from nursing to home health aide skills to medical assisting. Medcom/Trainex is especially recognized in the nursing field by the American Nurses Credentialing Center's Commission on Accreditation as a provider of continuing nursing education.

Beyond these two tracks, EWIB online users also have access to courses focused on math foundations, skill assessments and career planning. Industry certification preparation courses are also available, such as Microsoft Office Suite (Word, Excel, PowerPoint, Access and Outlook) and QuickBooks. Additionally, EWIB received approval from the American Council on Education (ACE), a national organization that assesses on-line coursework for college credit, that certain successfully completed courses would be recognized by Three Rivers Community College and Quinebaug Valley Community College, as well as all other Connecticut state community colleges and universities. Additionally, EWIB recently became an authorized

Certiport Testing Center, which allows those who completed Metrix online courses to locally take any exams required for industry certification.

For the Eastern Workforce Investment Board Region, people hear about the online learning program when they visit the One-Stop centers. Other regions, such as the North Central Workforce Investment Board, limit use of the Metrix online learning program to clients eligible for services provided under the Workforce Investment Act.

EWIB is currently exploring new ways to expand online learning, including implementation of a self-directed or self-service track for those with computer experience. Such individuals could explore online training courses and planning tools, identify at least three courses to begin their learning plans, and submit online applications for 90-day Metrix licenses.

Program Outcomes. In a federal STEM grant program⁶⁶ which included the Metrix Online learning program—and where more than half the participants were 50+ years old--758 of the 1,117 unemployed (68 percent) got jobs. Clients who completed the CT STEM Jobs satisfaction survey rated the Metrix online learning component as the most useful resource offered by this grant program.

Some information was available on the 426 STEM grant participants (38 percent of all grant participants) who took online courses:

- 3,788 online courses were completed by the 426 STEM grant participants; and
- 376 of the 426 (88 percent) passed the exit exams for the courses.

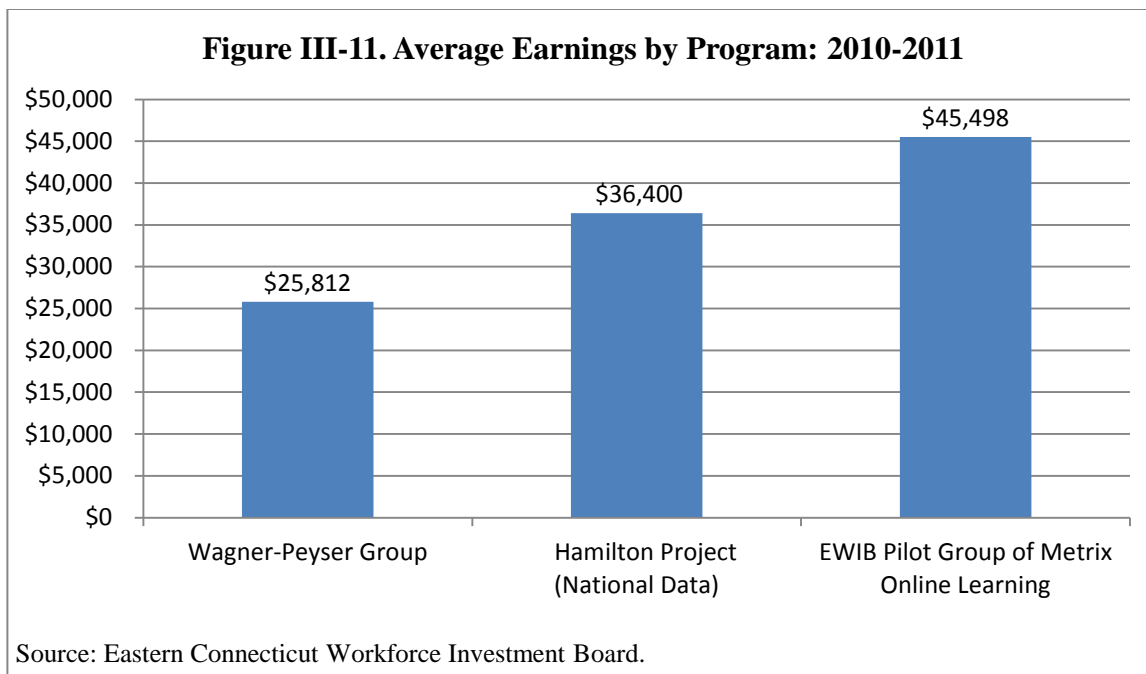
The current MIS system (CTWBS) does not link completion of online learning courses with employment outcome, and therefore, the association between the courses and future employment is not readily available.

The Eastern WIB did, however, gather some information on earnings following an earlier pilot of the Metrix Online Training that occurred during 2010-2011. As shown in Figure III-11, the online learners had higher average earnings than either One-Stop clients receiving general core services (“Wagner-Peyser Group”) or participants in a national study containing reemployment statistics (“Hamilton Project”⁶⁷).

The EWIB also conducted a client satisfaction survey in 2011 for One-Stop customers who had used the Metrix Online Learning program. Overall, feedback from the approximately 90 respondents was positive. Three-quarters (78 percent) rated their overall satisfaction with the Metrix Learning program as “good” or “excellent,” and a large majority (87 percent) would recommend Metrix Learning to a friend. Some additional responses are shown in Table III-4.

⁶⁶ Funded by a grant to the five Connecticut WIBs from the U.S. Department of Labor, Employment and Training Administration, the project sought to promote expansion of the pipeline of skilled workers to support economic growth in Connecticut.

⁶⁷ The Hamilton Project is an economic policy initiative at the Brookings Institute that explores such topics as the experiences of workers who became unemployed during the Great Recession (“Unemployment and Earnings Losses: The Long-Term Impacts of the Great Recession on American Workers”)



| Table III-4. One-Stop Client Feedback on the Metrix Online Learning Program | |
|---|-------------------------------------|
| Survey Item | % Rating Item “Good” or “Excellent” |
| What client hoped to accomplish by enrolling in Metrix Learning: | |
| • Upgrade existing skills | 71% |
| • Learn new skills | 67% |
| • Get a new job | 47% |
| • Explore new careers | 32% |
| • Prepare for a professional certification exam | 23% |
| Ease of signing up and selecting course rated “Good” or “Excellent” | 87% |
| Activities (courses and tests) considered engaging | 85% |
| Ease in finding relevant courses rated “Easy” or “Extremely Easy” | 80% |
| Source: EWIB, 2011. | |

Cost. Limited information is available on the cost of online learning. In general, if a license is required to access the course, then a licensing fee—good for 90 days—is estimated to cost approximately \$130.⁶⁸ This cost includes the orientation workshop in using the online learning, technical assistance (for mechanical difficulties such as password assistance), and unlimited access to the online learning for 90 days.

⁶⁸ Personal communication with EWIB Executive Director (10/31/13).

Benefit. While some individuals may prefer to receive training in a classroom setting, others may choose to take advantage of available online training for the following reasons:

- online training offers flexibility as to when and where to complete the training (especially convenient for those needing to take a low-paying job to pay living expenses);
- students have the option of going at their own pace, reviewing material to increase their comfort level, etc.; and
- there is no cost to clients for the online training at the One-Stops whereas community colleges charge tuition fees.

Some of the online training is recognized and awarded college credit. Table III-5 provides examples of online coursework completion certificates that receive college credit from Quinebaug Community College.⁶⁹

Table III-5. Examples of Online Coursework Completion Certificates that Receive College Credit From Quinebaug Community College

- Applied Management Certificate
- Applied Accounting Certificate
- Business Office Technology: Medical Secretary Certificate
- Advanced Management Certificate
- Advanced Accounting Certificate
- Lean Manufacturing Certificate
- Senior Network Specialist Certificate

Source: Eastern Connecticut Workforce Investment Board.

Cost per reemployed program participant. As noted earlier, the current MIS system (CTWBS) does not link completion of online learning courses with employment outcome, and therefore, the association between the courses and future employment is not readily available.

Given the relatively modest cost to WIBs, and client benefits (particularly to unemployed older adults), all the CTWorks Career Centers could expand the offering of online learning to more clients.

STEP UP PROGRAM

This section describes the Subsidized Training and Employment Program (STEP UP). Established in 2011 as part of Public Act 11-1,⁷⁰ the program promotes economic growth by offering incentives to small businesses and manufacturers (originally 50 or fewer employees) to

⁶⁹ An articulation agreement between Eastern Connecticut Workforce Investment Board and Quinebaug Valley Community College was executed on April 15, 2012 to award academic credit for certain completed online courses.

⁷⁰ An Act Promoting Economic Growth And Job Creation In The State

hire new employees and create jobs. The program is operated by the Connecticut Department of Labor in partnership with the five Workforce Investment Boards. Public Act 12-1⁷¹ expanded the STEP UP program to include companies employing up to 100 people and to retailers, who were excluded in P.A. 11-1. STEP UP was also expanded in P.A. 12-1 to include veterans (Unemployed Armed Forces Member Subsidized Training and Employment Program); however, the general STEP UP program is the focus of this section of the report as it is more likely to include older unemployed workers.

Funding

Beginning July 1, 2012, the STEP UP program was funded with a total of \$20 million in state bonding money for a two-year period (\$10 million in FY 13 and \$10 million in FY 14). The money was split equally across two program components (Small Business Wage Subsidy Program and Small Manufacturer Training Grant Program), with each being funded for \$5 million annually.⁷² The program is currently on track to spend the full budgeted amount.

Population Served

Employees. Participants in the Small Business Wage Subsidy Program must meet the following requirements:

- be unemployed prior to hire;
- have low adjusted family income (less than or equal to 250% of the federal poverty level);
- reside in a municipality with a higher than average unemployment rate, or which has a population of 80,000 or more; and
- the new position could not be a retail position that was temporary or seasonal.

The only requirement for participants in the Small Manufacturer Training Grant Program was that they be unemployed prior to hire. There are no income or residential requirements (other than to be a Connecticut resident).

Over half the STEP UP participants were considered long-term unemployed, having been out of work for at least six months. The program does not maintain information on the age of all STEP UP participants. In an age breakout of 970 STEP UP participants for which this information was known,⁷³ 193 (20 percent) were 50-73 years old. One WIB director estimated 40 percent of STEP UP clients were at least 40 years old.

Employers. Employers who wished to participate in the Small Business Wage Subsidy program or the Small Manufacturer Training Grant Program:

⁷¹ An Act Implementing Provisions of the State Budget for the Fiscal Year Beginning July 1, 2012

⁷² With the addition of STEP UP for veterans, \$10 million more in state bonding money was added for a two-year period, with \$5 million available beginning FY 13, and \$5 million available in FY 14.

⁷³ Information provided by the CTDOL Office of Research for 970 participants who had participated in STEP UP as of November 6, 2013.

- could not have more than 100 full-time employees;
- must have been registered to conduct business for at least 12 months with operations in Connecticut; and
- had to be in good standing with the payment of state and local taxes.

Additionally, employers who wished to participate in the Small Manufacturer Training Grant Program had to hold the training at the business site.

Program Description

Both the Small Business Wage Subsidy Program and the Small Manufacturer Training Grant Program offer employer incentives to create jobs by hiring new employees, and both programs subsidize wages related to on-the-job training. In addition to the financial benefit to employers, STEP UP offers pre-screening of potential workers so that candidate skills match company needs. One-Stop staff conduct initial screenings to assess job readiness and possible fit with certain positions.

Employers⁷⁴ who are aware of STEP UP may request subsidies for job candidates they believe are eligible for the program. Alternatively, persons deemed eligible for STEP UP subsidies may present proof of this eligibility to potential employers during job interviews (“blue cards”) as incentive to be selected for the position. Business service consultants in the One-Stops provide the linkage between the employers and STEP UP employees.

Small Business Wage Subsidy Program. This program provides a subsidy for new hires of up to \$20 per hour, and up to \$12,000 over a 180-day period. Table III-6 shows the formula used for the wage subsidy reimbursed to the employer for STEP UP. As can be seen, the percentage of wages that is subsidized decreases over time.

| Table III-6. Percent of Wage Provided by STEP UP Small Business Wage Subsidy Program | |
|---|------------------------|
| Month | Percent of Wage |
| 1 | 100% |
| 2 | 75% |
| 3 | 75% |
| 4 | 50% |
| 5 | 50% |
| 6 | 25% |
| Source: C.G.S. Sec. 31-3pp(c)(2). | |

Small Manufacturer Training Grant Program. This program offers training grants of up to \$12,500 for six months for each new hire. The training grants are used to subsidize wages while the new hire is receiving on-the-job training. Table III-7 shows the formula used for the

⁷⁴ Employers must be pre-approved for STEP UP prior to hiring each STEP UP participant. The pre-approval process requires companies to meet the employer requirements described above and sign an agreement with the WIBs specifying their responsibilities for participation in the program.

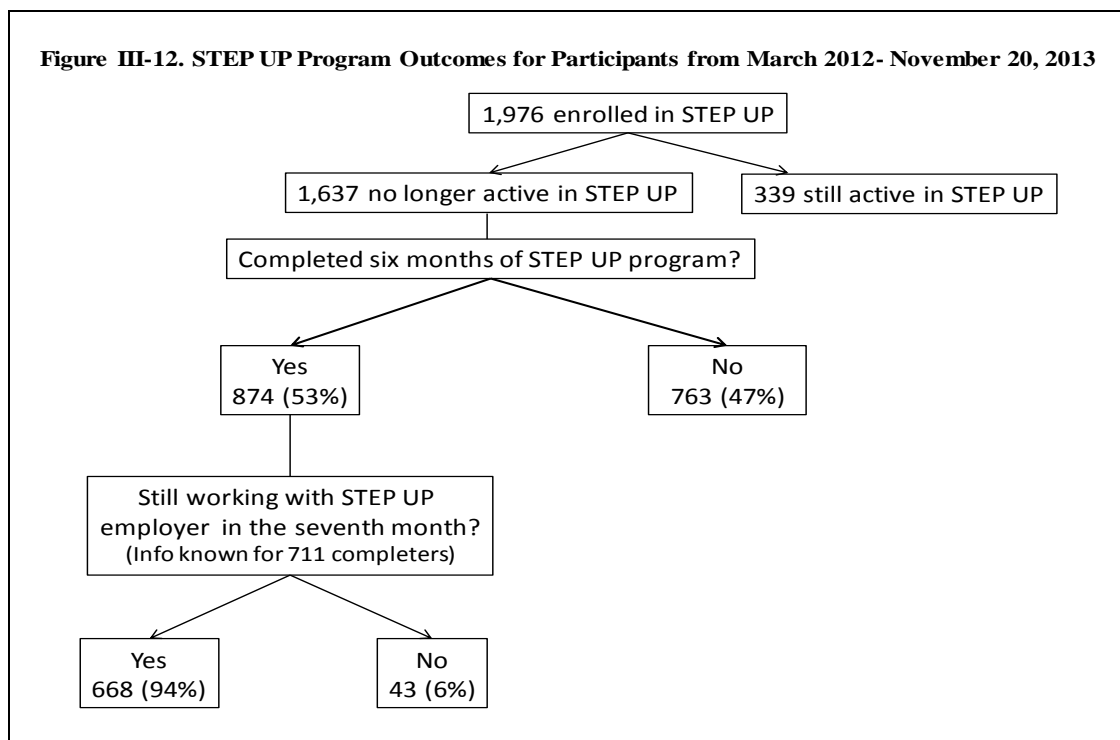
training grants in the Small Manufacturer Training Grant Program. Like the Small Business Wage Subsidy Program, subsidies for the Small Manufacturers also decrease over time.

| Table III-7. Amount of Training Grant Provided by STEP UP Small Manufacturer Training Grant Program | |
|--|---------------|
| Month | Amount |
| 1 | up to \$2,500 |
| 2 | up to \$2,400 |
| 3 | up to \$2,200 |
| 4 | up to \$2,000 |
| 5 | up to \$1,800 |
| 6 | up to \$1,600 |

Source: C.G.S. Sec. 31-3pp(d)(2).

Program Outcomes

From March 2012 through November 20, 2013, a total of 556 employers took advantage of either the STEP UP Small Business Wage Subsidy Program, or the Small Manufacturer Training Grant Program. Combined, they hired 1,976 unemployed Connecticut residents for six months of on-site training. Figure III-12 shows the outcomes for the 1,976 STEP UP participants.



A total of 1,213 (61 percent) either completed the full six months or are currently active in the STEP UP program. In instances where this information is known, almost all (94 percent) who completed the full six months continued to work for the STEP UP employer at least into the

seventh month (estimated to be 821 if information was known for all 874 STEP UP completers). Of the 763 who terminated employment with their initial STEP UP employers, program staff estimate approximately half (381) continued to be employed, but with different employers. One CTDOL regional job center director said the STEP UP wage subsidies made a difference for employers who were on the fence about whether they wanted to hire additional employees.

The jobs paid wages that ranged from \$8.25 to \$48.08 per hour. As of November 20, 2013, the average wage for the 502 participants who completed the STEP UP Small Manufacturing Training Grant program was \$15.07 per hour, and \$14.13 per hour for the 372 participants who completed the STEP UP Small Business Wage Subsidy program. For the 874 STEP participants who completed the six months of on-site training, the average reimbursement to the company was \$10,042. Table III-8 shows some examples of the types of jobs STEP UP participants secured.

Job retention. Based on information known about 711 individuals, 94 percent of those in both the Small Manufacturing and the Small Business programs were with the same employer in the month following completion of the STEP UP program (668).⁷⁵ It is unknown if the six percent no longer with the STEP UP employer became employed elsewhere.

| Table III-8. Examples of Types of Jobs STEP UP Participants Secured | |
|---|-----------------------|
| Account and Production Manager | Graphic Designer |
| Assembly Supervisor | Help Desk Technician |
| Carpenter | Insurance Agent |
| CNC Machine Operator | Mechanic |
| Customer Service Representative | Office Assistant |
| Dispatch Manager | Process Engineer |
| Equipment Installer | Sheet Metal Installer |
| Fabricator | Web Developer |
| Source: STEP UP staff at Workforce Investment Boards. | |

Cost Effectiveness Analysis

Cost. As described earlier, each company participating in STEP UP could receive up to \$12,500 per small manufacturer participant, and \$12,000 per small business wage subsidy. The overall average employer reimbursement through November 20, 2013 was \$10,042.

Program administration costs of approximately four percent of total STEP UP funding are provided to the five WIBs primarily for:

⁷⁵ STEP UP program personnel obtain this information by contacting the employer directly or through employer-submitted timesheets showing hours worked after the program ended.

- STEP UP regional coordinators in each WIB
- STEP UP assistant regional coordinators in each WIB
- two accountants (to handle wage subsidy disbursement)

Benefit. A recently available count (as of November 20, 2013 Status Report), found there had been a total of 1,976 STEP UP participants in the Small Manufacturing and Small Business programs. When participating in STEP UP, the person is considered employed on Day 1. Thus, 100 percent of participants were employed.

Cost per reemployed program participant. Combining the cost and benefit information, the subsidies are estimated to cost an average of \$10,042 for each of the 874 employed STEP UP participants who remained in the on-site training for the full six months. Because not all program participants complete the six months, the total cost for the program is greater than the \$8,776,708 to date (\$10,042 x 874). Given the limitations of the data, it is estimated to cost \$10,690 for the estimated 821 program completers who remain employed in the seventh month (\$8,776,708 / 821).

Total expenditures for STEP UP program. Table III-9 provides information on expenditures for the individual STEP UP programs from inception through to FY 14. The STEP UP program was funded for a two-year period, and is set to expire on June 30, 2014.

| Table III-9. Step- Up Status Report Summary | | | |
|--|---------------------|----------------------|----------------------|
| AGGREGATE since 2/15/12 (State of STEPUP Contracts with WIBs) | | | |
| Grant to date ending 6-30-13 | | | |
| | Full Grant | Grant to Date | Grant to Date |
| Components | Budget | Expenditure | Obligated |
| Small Manufacturers Training Grant | 9,223,000 | 5,632,249 | 7,971,118 |
| Small Business Wage Subsidy Program | 9,223,000 | <u>3,259,871</u> | <u>6,454,899</u> |
| Grand Total (Sm Bus + Sm Mfg) | \$18,446,000 | \$8,892,120 | \$14,426,016 |
| Armed Forces Total | <u>9,223,000</u> | <u>54,348</u> | <u>179,669</u> |
| Total Subsidies Grant | \$27,669,000 | \$8,946,468 | \$14,605,685 |
| Source: Connecticut Department of Labor. | | | |

As mentioned by program staff and shown in Table III-9, wage subsidies for the STEP UP Small Manufacturer Training Grant Program were expended at a faster rate than they were for the STEP UP Small Business Wage Subsidy Program. The wage subsidies for the STEP UP Veterans Program were the least utilized, reportedly because they have more options for assistance through the G.I. bill and other veterans programs.

APPRENTICESHIP PROGRAM

This section describes the Apprenticeship Program overseen by the Connecticut Department of Labor Office of Apprenticeship Training.⁷⁶ Apprentices receive on-the-job training from approved employers, thereby earning required credentials in a variety of trades, leading to eligibility to sit for licensing exams. Combining hands-on experience with classroom or online training, the apprenticeship program uses an “earn-while-you-learn” model, where participants are paid an increasing wage over the period of the apprenticeship. Upon program completion, all apprentices receive the nationally recognized Certificate of Completion from the CTDOL Office of Apprenticeship Training. Almost all apprentices (91-98 percent) are subsequently hired as journeymen by either the employer who provided the on-the-job training or a different employer.

Funding

A total of \$595,867 was budgeted for FY 13 for the Apprenticeship Program. This funding supports program administration and seven CTDOL positions. There are four additional CTDOL positions funded through annual fees paid by program participants (\$50 from apprentices, \$60 from employers (“sponsors”). There is also federal funding for the apprenticeship program, bringing the combined total budgeted funding to just under \$1 million (\$979,790).

Population Served

Apprentices. According to the Connecticut Department of Labor (CTDOL) website and assorted brochures, the following minimum requirements are generally needed to become an apprentice:

- Age: be at least 16 years old (no maximum age);
- Education: High School Diploma or GED may be required by the employer (sponsor); sometimes algebra or some other coursework completion may also be required; and
- Physical: ability to perform the essential functions of the trade.

Age. The CTDOL system for monitoring the apprenticeship program does not maintain information on the age of apprentices. The program manager of the CTDOL Office of Apprenticeship Training, however, estimates that one to two percent of apprentices are at least 50 years old when they begin the program. Given there are currently 4,581 registered apprentices, approximately 46-92 would have been 50+ years old when they began the program. The program manager further speculated, however, that the average age of an apprentice is getting older. Whereas, in the past an apprentice was typically 18-26 years old, it is now not uncommon to see 30+ year olds in the apprenticeship program.

⁷⁶ The CT Department of Labor Office of Apprenticeship Training regulates the program to meet both state and federal regulatory requirements. All apprentices and employers (sponsors) must register with the Office of Apprenticeship Training.

Employers (sponsors). According to CTDOL, employers participating in the apprenticeship program are responsible for:

- instructing the apprentice in safe and healthful work practices that are in compliance with state and federal occupational safety and health standards;
- maintaining a minimum ratio of journeypersons;
- employing full time staff available to train any apprentices; and
- periodic review and evaluation of the apprentice's progress.

Table III-10 provides a listing of the trades with the most apprentices as of December 3, 2013. Trades with the most apprenticeships are reported for electrical, heating and cooling, and plumbing. A listing of both active and inactive employer sponsors can be found on the CTDOL website. There are currently 1,491 active employer sponsors and up to 2,000 inactive sponsors, who may register apprentices in the future. The locations with the greatest number of active apprentices as of September 24, 2013, are listed in Table III-11.

| Table III-10. Trades with Most Apprentices Registered with CTDOL | |
|---|---|
| Trade | Number of Registered Apprentices |
| Electrician (E-2) | 1,515 |
| Heating & Cooling Mechanic (S-2, S-4) | 472 |
| Plumbing Mechanic (P-2) | 463 |
| Limited Heating and Cooling (D-2, B-2/B-4) | 416 |
| Carpenter | 277 |
| Sheet Metal Worker (HVAC) (SM-2) | 212 |
| Electrician Low Voltage (C-6, L-6, T-2) | 177 |
| Roofer/Waterproofers | 176 |
| Sprinkler Fitter | 115 |
| Construction Craft Laborer | 106 |
| Source: Connecticut Department of Labor Office of Apprenticeship Training, SAC Report December 5, 2013. | |

Program Description

An apprenticeship is a voluntary employer-employee relationship regulated by the Office of Apprenticeship Training. It combines on-the-job training with relevant classroom or online instruction. Apprenticeships last a minimum of one year, including 2,000 hours of on-the-job training and 144 hours of related instruction. While apprentices typically take the classroom or online instruction over the course of their full apprenticeships, others may choose to enroll fulltime for two semesters at a community college to complete the necessary classroom hours for up to a four-year apprenticeship.

| Table III-11. Cities and Towns with the Most Registered Apprentices | | | |
|--|---|------------------|---|
| City/Town | Number of Registered Apprentices | City/Town | Number of Registered Apprentices |
| Wallingford | 477 | Milford | 67 |
| Rocky Hill | 172 | New Britain | 61 |
| Meriden | 162 | Manchester | 57 |
| Hartford | 156 | South Windsor | 53 |
| Berlin | 142 | Vernon | 50 |
| North Haven | 139 | Naugatuck | 44 |
| Pomfret | 115 | Windsor Locks | 41 |
| Danbury | 104 | New Haven | 39 |
| Stratford | 92 | Norwalk | 38 |
| Plainville | 91 | Torrington | 36 |
| Stamford | 82 | Middletown | 34 |
| East Hartford | 79 | Wolcott | 32 |
| Waterbury | 74 | Farmington | 31 |
| Southington | 72 | Cheshire | 31 |
| Hamden | 71 | Bristol | 30 |
| Bridgeport | 67 | New Milford | 25 |
| Source: Connecticut Department of Labor Office of Apprenticeship Training, Apprentice Count by Town, as of September 24, 2013. | | | |

Most apprenticeships range from three to five years. Approximately 2,000 hours of on-the-job training can be completed in one year. Examples of the time required for certain trades are shown in Table III-12.

| Table III-12. Examples of Hours of On-The-Job-Training Required for Various Trades | |
|---|--|
| Trade | Hours of On-The-Job-Training Required |
| Auto Glass Technician (AG-2) | 2,000 |
| Low Voltage Electrical (L-6, C-6, T-2) | 4,000 |
| Photovoltaic Electrician (PV-2) | 4,000 |
| CNC Production Machinist | 6,000 or 8,000 |
| CATV Electronic Technician | 6,000 |
| Plastic Mold Repairer | 6,000 |
| Electrician (E-2) | 8,000 |
| Source: Connecticut Department of Labor Work Schedules-Apprenticable Trades. | |

Participants hear about the apprenticeship program through the CTDOL website, one-stops, technical high schools, community colleges, and unions.

Apprenticeship salaries. The progressive wage scale for apprentices is based on the number of on-the-job-training hours completed, and is calculated as a percent of the journey worker rate for that trade. The Office of Apprenticeship Training sets minimum starting and completion rates for apprenticeships. The minimum starting rates for all apprenticeships is \$11

per hour. The completion rate for four-year apprenticeships in construction, for example, is \$22 per hour.⁷⁷ An example of an apprenticeship wage schedule for an Electrician (E-2) is shown in Table III-13.

| Table III-13. Apprenticeship Wage Schedule for Electrician (E-2) | |
|--|------------------------|
| Hours | Percent of Wage |
| 0-1,000 | 50% |
| 1,001-2,000 | 55% |
| 2,001-3,000 | 60% |
| 3,001-4,000 | 65% |
| 4,001-5,000 | 70% |
| 5,001-6,000 | 75% |
| 6,001-7,000 | 80% |
| 7,001-8,000 | 85% |
| 8,001+ | 100% |
| Source: Connecticut Department of Labor Apprentice Handbook & Progress Report. | |

In conducting this study, PRI interviewed personnel from workforce investment boards and one-stop career centers. The interviews revealed that *staff may be limiting older worker involvement in apprenticeship programs because of certain perceptions*. These perceptions are listed in Table III-14, and are largely disproved by the studies and statistics cited in the right-hand column.

| Table III-14. Misperceptions about Apprenticeships | |
|---|--|
| Fact or Fiction? | Answer: |
| Apprenticeships take a long time, up to 10 years | Depending on the trade, apprenticeship length ranges from 1-5 years ¹ |
| 50+ year olds are too old to apprentice—they'll retire before the employer-sponsor has time to recoup costs | People are working to increasingly older ages--In a 2013 Gallop Survey, just 26% planned to retire before age 65 |
| Only unions sponsor apprenticeships | Approximately half of all apprenticeships are sponsored by non-union employers ² |
| The apprenticeship trades are physically demanding, and are not suitable for older people | There are apprenticeship trades that are not as physically demanding, such as electricians and CNC Production Machinists |
| Some apprenticeships require classroom training during daytime hours, creating lost work time for the employer | Online training is available after work hours, ³ and evening/weekend classes are held at some technical high schools and community colleges |
| ¹ For a complete list of trades, go to: www.ctdol.state.ct.us/progsupt/appren/WorkSchedules/apptoc.htm . | |
| ² See CTDOL Apprenticeship Sponsor List: http://www.ctdol.state.ct.us/progsupt/appren/SponsorReport.htm . | |
| ³ See Penn Foster online learning: www.pennfoster.edu | |

⁷⁷ According to the CTDOL Apprenticeship program director, most pay higher than minimum journey worker rates, with \$25 per hour a typical pay rate for skilled occupations, excluding health and retirement benefits also paid by the employer (sponsor).

Program Outcomes

There are currently 4,581 individuals in apprenticeships (an 8.5 percent increase from the 4,222 registered at this time one year ago). Based on information contained in the 2013 Program Report Card for the Apprenticeship Program, upon completion of the on-the-job training and instructional requirements, 619 to 695 were awarded credentials (i.e., passed the licensing exam) annually during FY 08-FY 12 (665 average for the five years).

During fiscal years 2008-2012, approximately 600-700 people completed full apprenticeships annually (Table III-15). The CTDOL program staff estimate approximately 52 percent complete their full apprenticeships (e.g., all three years of a trade requiring a three-year apprenticeship were fulfilled). It should be noted there are challenges in capturing the percent of apprentices who completed full apprenticeships. For example, apprenticeships are multi-year processes of varying lengths, depending on the trade. Apprenticeship program staff report many apprentices switch employer-sponsors during the process, beginning with one employer and ending with another. When those changes occur, the apprentice is considered to have terminated with the first employer-sponsor, and program completion with the new employer-sponsor is not linked to the individual.

| Table III-15. Apprenticeship Program Completions: FYs 09-12 | |
|--|---|
| State Fiscal Year | Number of Apprenticeship Completions |
| 2008 | 665 |
| 2009 | 694 |
| 2010 | 619 |
| 2011 | 691 |
| 2012 | 656 |
| Total | 3,325 |

Source: CTDOL Apprenticeship Program.

In a survey of apprenticeship sponsors, the main reasons given for failure to complete an apprenticeship program were: transfer to another apprenticeship program; taking another job before apprenticeship completion; performance issues; and personal issues.⁷⁸

Post-Apprenticeship. Upon completion of the required classroom and on-the-job training hours, approximately three-quarters are required to pass a trade licensing exam.⁷⁹ The CTDOL Office of Apprenticeship Training reports 99 percent of exam takers pass the trade licensing exam.

As noted earlier, upon program completion, almost all apprentices (91-98 percent) are hired as journeymen by the employer who provided the on-the-job training or a different employer. Annual earnings for apprentices following program completion are approximately \$24,290 greater compared with earnings prior to entry into the apprenticeship program. Doubling

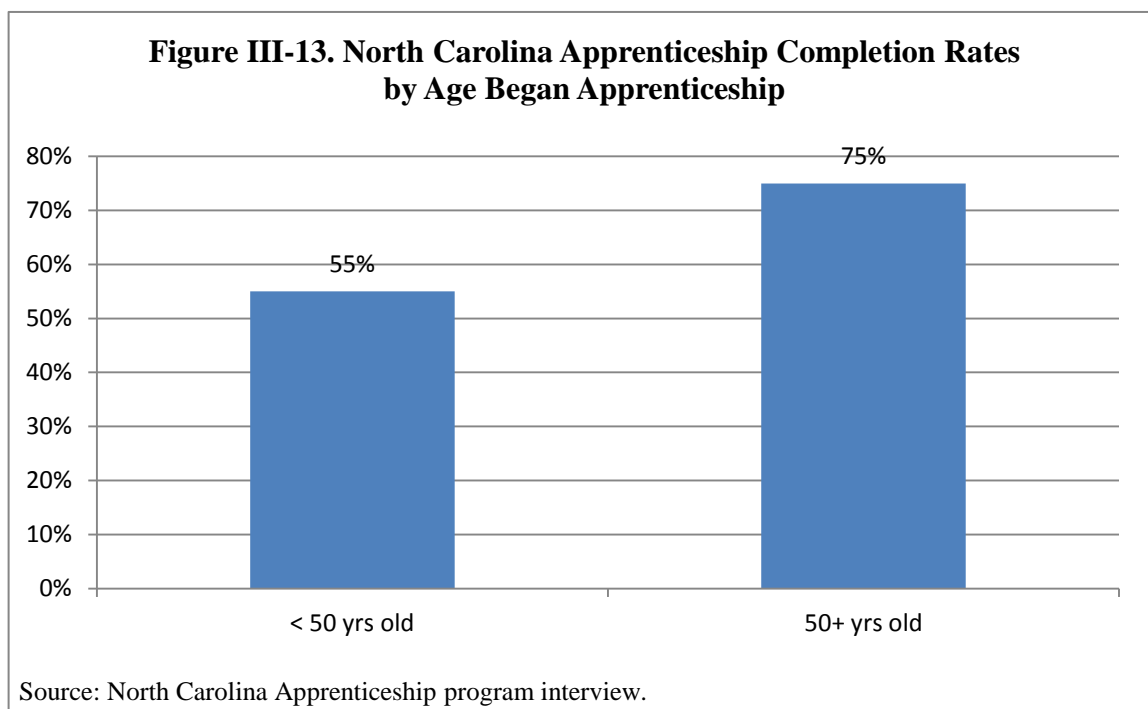
⁷⁸ “The Benefits and Challenges of Registered Apprenticeship: The Sponsors’ Perspective,” by Robert Lerman, Lauren Eyster, and Kate Chambers, The Urban Institution Center on Labor, Human Services, and Population (March 2009).

⁷⁹ Manufacturing is not a licensed area, and some of the construction trades, such as roofer and carpenter, do not require a license.

the six-month earnings reported in the 2013 Program Report Card for the most recent information available, program completers were earning an average of \$52,518 in the first year of post-apprenticeship training. Apprenticable occupations are often in industries in which health and retirement benefits are also offered.

Information on older apprentices in North Carolina. Connecticut does not currently capture the age of apprentices in their electronic information system. However, PRI staff found the state of North Carolina captures such information. Approximately 7-10 percent of North Carolina's 3,100-3,200 apprentices began their apprenticeships at 50 to 60 years of age, with very few beginning at age 60. These older apprentices—approximately one-quarter (24 percent) of whom were inmates in a prison program--were enrolled in 123 different trade programs. A sizeable number apprenticed with the local cable company and the electric company, serving in apprenticeships that included broadband technicians and utility equipment repair technicians.

North Carolina also had apprenticeship completion data available for the past 20 years. Figure III-13 shows that older apprentices were more likely to complete their apprenticeships than were younger apprentices. The North Carolina program administrator speculated the reasons for this greater completion rate could be attributed to the greater likelihood of older participants being dislocated workers with a lengthy work history and stronger work ethics. Additionally, the older apprentices may also have been motivated by a greater need to support families and pay other expenses such as mortgages.



Cost Effectiveness Analysis

Cost. Connecticut budgeted \$595,867 of its own dollars in FY 13 to support the apprenticeship program which had a cost of \$979,790 including federal funds. Program participant wages are not a cost to the State, as the employer sponsors pay the graduated wages of their apprentices.

There is a manufacturing apprenticeship tax credit available of up to \$4,800 or 50 percent of actual wages, whichever is less, if the apprenticeship meets certain requirements specified in statute (C.G.S. Sec. 12-217g). Thus, there is some tax revenue lost to the state due to this tax credit. In 2010, for example, 13 large corporations claimed \$625,791 for the manufacturing apprenticeship tax credit.⁸⁰

Benefit. The “earn-while-you-learn” model is beneficial to apprentices, who begin earning income from Day 1 of their enrollment in this alternative educational program. Additionally, the employer grows an employee to fill a needed position in the company. As the apprentice accumulates hours of on-the-job training in the program, productivity and contributions to the company also increase.

Cost per reemployed program participant. Based on the \$595,867 budgeted state funds needed in FY 13 and the average 665 obtaining licenses upon completion of the apprenticeship program, it is estimated to cost the state of Connecticut \$896 for each person who completed the apprenticeship program.⁸¹ With 94 percent obtaining employment upon apprenticeship completion ($665 \times 94\% = 625$), the estimated cost per employer completer is \$1,567 including federal funds ($\$979,790 / 625$).

Note this analysis is for the apprenticeship program, regardless of age of participant. Assuming the findings from the North Carolina Apprenticeship Program are applicable to Connecticut, then it is more likely that the older apprentices will successfully complete the full apprenticeship program in comparison with their younger counterparts.

⁸⁰ State of Connecticut Department of Revenue Services: Fiscal Year 2011-2012 Annual Report.

⁸¹ Additional tuition costs are incurred by the apprentice and employer sponsor.

This Page Intentionally Left Blank

Chapter IV

Department on Aging: Senior Community Service Employment Program (SCSEP)

This chapter describes the federally funded Senior Community Service Employment Program (SCSEP) in Connecticut. Established in 1965, and incorporated under the Older Americans Act (Title V) in 1973, the program is operated by the U.S. Department of Labor Employment and Training Administration. The purpose of the program is to provide job skills training to low-income individuals aged 55 and older who are unemployed. Participants are placed in temporary training assignments for 20 hours per week to gain on-the-job (OJT) training (paid minimum wage) and work experience needed to lead to unsubsidized employment. With emphasis placed on serving those with significant barriers to employment, SCSEP takes a holistic approach, addressing social, emotional, and mental health issues in conjunction with the OJT placements.

FUNDING

There are three SCSEP grantees in Connecticut that combined, have been awarded a total of \$4,574,037 in federal funding for FY 14. Approximately \$927,872 was awarded to the state grantee, the State Department on Aging, for 101 program slots (\$9,187 per slot). The State Department on Aging in turn, sub-contracted with the following five organizations to directly provide the SCSEP services:

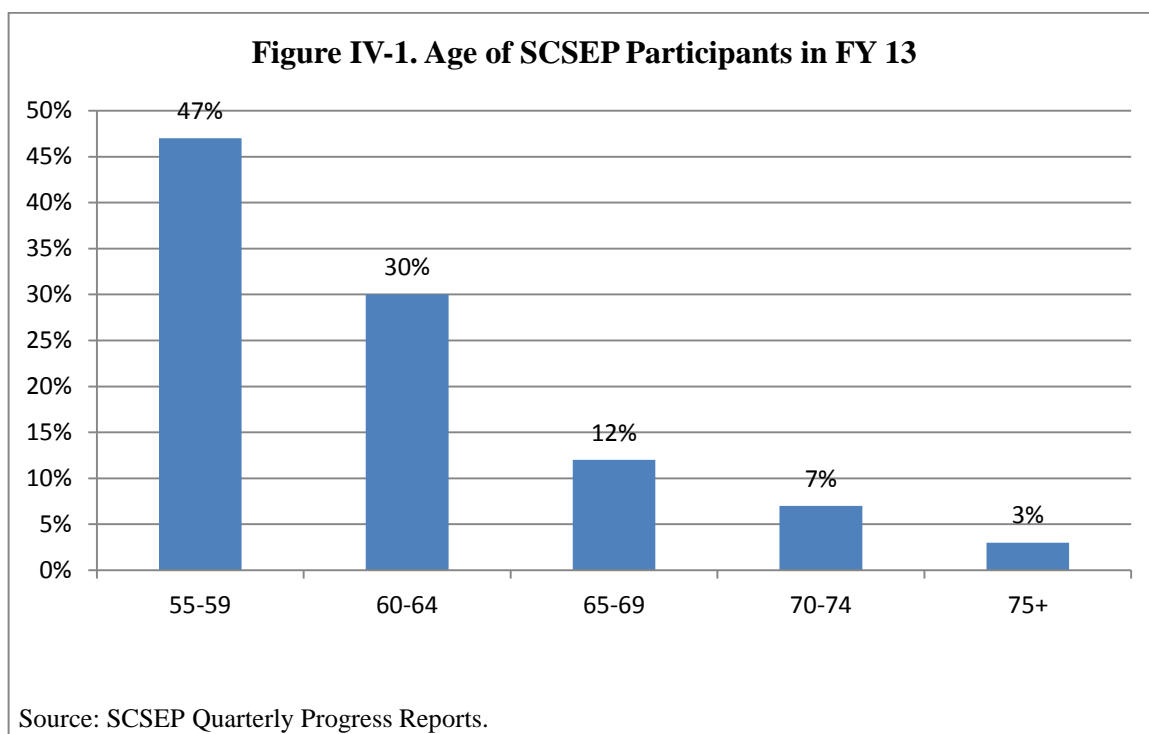
- Agency on Aging of South Central CT (New Haven)
- Education Connection (Litchfield)
- Jewish Family Service of Stamford
- Southwestern CT Agency on Aging (Bridgeport)
- Thames Valley Council for Community Action (Norwich)

There are also two national grantees: Easter Seals Capital Area and Eastern Connecticut (\$1,813,385 for 145 program slots, or \$12,506 per slot) and Associates for Training and Development⁸² (\$1,832,780 for 159 program slots, or \$11,527 per slot). In total, federal funding provided 405 slots (101 + 145 + 159) for the SCSEP program.

POPULATION SERVED

Age. Program participants must be at least 55 years of age and Connecticut residents. With no maximum age, there are currently 18 SCSEP participants who are over 75 years old. According to program staff, the typical age of SCSEP participants has been decreasing, from 65-70 years old several years ago, to 55-60 years old today. Figure IV-1 shows the age at enrollment for FY 13 SCSEP participants.

⁸² In SFY 2013, the Vermont-based Associates for Training and Development organization received the grant previously held by the Bridgeport-based The Workplace.



Income level. Program participants must be unemployed and have an annual family income that is not greater than 125 percent of the federal poverty income guidelines. For example, \$14,363 is the maximum income for a family of one, \$19,388 for a family of two, and \$24,413 for a family of three.⁸³

Race/ethnicity, gender, and education. SCSEP program participants in FY 13 were primarily Caucasian (50 percent) or African American (44 percent), and 14 percent were Hispanic. Participants were more likely to be female (62 percent in FY 13), and education level ranged from eighth grade and under, to doctoral degree. The majority of SCSEP participants had at least a high school diploma or equivalent (82 percent), and over one-third (38 percent) had at least some college.

PROGRAM DESCRIPTION

Participants hear about the program through outreach, marketing, other senior service programs, the Connecticut Department of Labor, and word of mouth. There are officially 405 slots available when combining the program slots from the state Department on Aging, Easter Seals Capital Area and Eastern Connecticut, and Associates for Training and Development. With some exiting the program, however, and new people entering to take their places, 566 participants received SCSEP services in FY 13, with an additional 16 on a waiting list for the state grantee administered portion of the SCSEP program alone.

⁸³ The SCSEP program does not have a maximum family size.

SCSEP allows a maximum of 48 months of program participation. The services received by participants vary, with an emphasis on tailoring services to the particular needs of the individual. All participants receive an assessment of job skills and interests, culminating in the development of an individual employment plan targeted toward getting the individual ready for available jobs. Some of the employment plans include SCSEP-funded OJT placements at host agencies. These services and experiences help prepare participants to ultimately find unsubsidized employment.

Some SCSEP participants receive classroom training. This training time is counted as part of the 20 hours per week (so they are receiving minimum wage payment during their classroom training time). Some participants may attend Goodwin College, for example, to be trained as Certified Nursing Assistants (CNAs). Other examples of classroom education include computer courses and training to obtain a CDL to drive a truck, bus or limousine. While participants may be learning in a classroom setting, they are also able to apply this knowledge in an actual job setting.

In addition to classroom training for some participants, SCSEP also provides OJT placements for 20 hours per week, with stipends paid at the minimum wage level. Examples of OJT settings or experiences include food preparation, retail in a thrift shop, and office services. OJT placements are frequently located at social service agencies (e.g., Goodwill) at no cost to the host agencies. Table IV-1 shows the various categories of host agencies where the OJT is currently taking place.

| Table IV-1. Types of Host Agencies for SCSEP Participants | | |
|--|---------------|----------------|
| Type of Host Agency | Number | Percent |
| Social Services | 82 | 41% |
| State/Municipal | 22 | 11% |
| Employment (i.e., One Stops) | 19 | 10% |
| Senior Services/Senior Centers | 18 | 9% |
| Housing | 14 | 7% |
| Education | 14 | 7% |
| Health Care/Hospitals | 13 | 6% |
| Arts/Culture | 7 | 4% |
| Other (e.g., Libraries, Faith Based) | 9 | 5% |
| Total | 198 | 100% |
| Source: Connecticut State Department on Aging. | | |

According to state Department on Aging personnel, SCSEP staff is careful to correctly place or match the participant with the employer/host agency for OJT purposes. The OJT placements cannot be available open jobs at the organization because SCSEP OJT may not be

used to replace paid openings. Instead, the OJT experience occurs in areas of the organization where help is needed, and the organization is willing to invest time in training the person to do the activities.

Sometimes OJT placements lead to hiring into unsubsidized employment positions within the same organization as a result, according to program staff, of the organization appreciating the value of the person they have invested time in training during the OJT experience.

Job Clubs are also held once a month as part of the SCSEP program. Job Clubs provide participants with an opportunity to be with a group of peers of similar age and unemployment status.

With the comprehensive approach taken by SCSEP, assistance to participants has included assistance finding housing and the purchase of hearing aids.

PROGRAM OUTCOMES

Community service measures. The U.S. Department of Labor Employment and Training Administration assesses SCSEP client participation in community service activities for the general community, and the older adult community in particular. As shown in Table IV-2, for FY 13, a total of 564 SCSEP participants provided 268,553 hours of community service at host agencies (subsidized at minimum wage).

| Table IV-2. Participation in SCSEP Community Service Assignments for FY 2013 | | | |
|--|--------------------------|-------------------|--------------------------------|
| Community Service Assignments | # of Participants | # of Hours | Avg Hrs Per Participant |
| General community | 387 (69%) | 184,707 | 452 hrs |
| Older adult community | 177 (31%) | 83,846 | 448 hrs |
| Total community | 564 (100%) | 268,553 | 451 hrs |
| Source: SCSEP Annual Progress Reports (SFY 2013) submitted to U.S. Department of Labor Employment and Training Administration. | | | |

Reasons for SCSEP program exit. There were 207 SCSEP participants who exited the program in FY 2013. Besides unsubsidized employment, SCSEP participants left the program for other reasons such as reaching the 48 month lifetime program time limit, and medical/health-related reasons (Table IV-3). Out of the 102 participants who completed the program (those who exited for unsubsidized employment plus those who reached the 48-month program time limit without finding a job), 60 (59 percent) became employed.

| Table IV-3. Reason for SCSEP Program Exit: FY 2013 | | |
|---|---------------|------------------|
| Reason for SCSEP Program Exit: | Number | Percent |
| Unsubsidized employment | 60 | 29% |
| Reached 48-month program time limit | 42 | 20% |
| Medical/health-related reason | 61 | 29% |
| Voluntarily left program (remained unemployed) | 14 | 7% |
| For cause | 21 | 10% |
| Other ^a | 9 | 4% |
| Total | 207 | 99% ^b |
| ^a Other includes moved, deceased, and family care obligations. | | |
| ^b Total percent does not total to 100% due to rounding. | | |
| Source: State Department on Aging personnel. | | |

Core performance measures. The U.S. Department of Labor Employment and Training Administration established six core performance measures for all SCSEP programs. The measures include the percent that exited the program with unsubsidized employment and employment retention.

SCSEP exiters with unsubsidized employment. Program staff noted that SCSEP participants who were successful in becoming employed had the following characteristics:

- more marketable (they were willing to gain the necessary familiarity with computers);
- had updated skills;
- were self-motivated, wanted to get a job;
- were willing to put in the time, wanted to succeed; and
- they may have had fewer barriers when they entered the program (e.g., had a car, other resources).

Table IV-4 shows the barriers identified for the 60 participants who left the program for unsubsidized employment. In general, for those who exit with an outcome of unsubsidized employment, program staff estimates it takes approximately two years for participants to reach this goal.

Among the SCSEP exiters who left for unsubsidized employment, two of the most prevalent barriers these individuals faced were homelessness or risk of homelessness, and low literacy skills. In comparison to all SCSEP participants, those who left for unsubsidized employment were less likely to have low/severely low employment prospects, or to be a veteran.

However, many of the other barriers, including homeless or at risk of homelessness, were just as likely to be found in those participants who exited with unsubsidized employment.

Table IV-4. Barriers to Employment for SCSEP Exiters to Unsubsidized Employment vs. All FY 13 Participants

| Barrier | Exited with Unsubsidized Employment (N=60) | | All Participants (N=566) | |
|---------------------------------------|--|---------|--------------------------|---------|
| | Number | Percent | Number | Percent |
| Homeless or at risk of homelessness | 21 | 35% | 155 | 27% |
| Low literacy skills | 20 | 33% | 198 | 35% |
| Disability | 10 | 17% | 114 | 20% |
| Low/Severely low employment prospects | 10 | 17% | 531 | 94% |
| Displaced homemaker | 7 | 12% | 66 | 12% |
| Limited English | 6 | 10% | 77 | 14% |
| Veteran | 1 | 2% | 63 | 11% |
| No Barriers | 15 | 25% | unknown | |

Source: State Department on Aging.

Overall, the average number of barriers to employment for SCSEP participants was 2.5 in FY 13.

Employment retention. Of the 60 who secured unsubsidized employment, 84 percent were still employed nine months later. In addition, 82.5 percent were still employed one year after exiting the program with unsubsidized employment.

COST EFFECTIVENESS ANALYSIS

Cost. As described earlier, the SCSEP program is federally funded, with the three Connecticut grantees receiving a total of \$4,783,097 in FY 13.

Benefit. In FY 13, there were 60 out of the 102 program exiters who left for unsubsidized employment (59 percent) as opposed to having reached the 48-month program time limit. Given that SCSEP attempts to reach many of the hardest to employ older adults, this employment rate may represent great success.

Cost per reemployed program participant. Combining the cost and benefit information, it is estimated to have cost \$79,718 for each of the 60 SCSEP program exiters who became employed in FY 13 (\$4,783,097 / 60).

Evaluation of Higher Education Assistance to Target Population

This chapter evaluates higher education programs available to assist older workers with reentry into the workforce, with a particular emphasis on the state's community colleges, as workforce development is central to their founding missions. Two additional programs at the university level, however, were identified as being particularly successful in serving a large proportion of older workers and therefore are also included in the assessment.

OVERVIEW OF COMMUNITY COLLEGE SYSTEM

Community colleges educate almost half of the country's undergraduate students, providing open access to postsecondary education, preparing students for transfer to four-year institutions, providing workforce development and skills training, and offering noncredit programs ranging from English as a second language to skills retraining to community enrichment programs or cultural activities. Each community college is a distinct educational institution with its own mission, linked by the shared goals of access and service. Open admissions and the low tuition fees are among the practices they have in common.

Connecticut's regional two-year public college system was created in 1965 to promote access to higher education opportunities and help meet the state's demand for a skilled workforce. Community colleges provide two types of educational programs: credit and noncredit. Credit programs lead to associate degrees or certificates and require a high school diploma or GED for admission. Only for-credit course tuition and expenses are eligible for Pell grant financial support. Admission to noncredit courses at community colleges does not require a secondary school credential but there may be other prerequisites for certain classes. Noncredit courses can be generally classified as either workforce or personal development.

Connecticut's 12 two-year public colleges are:

- Asnuntuck (Enfield),
- Capital (Hartford),
- Gateway (New Haven),
- Housatonic (Bridgeport),
- Manchester (Manchester),
- Middlesex (Middletown),
- Naugatuck Valley (Waterbury),
- Northwestern Connecticut (Winsted),
- Norwalk (Norwalk),
- Quinebaug Valley (Danielson),
- Three Rivers (Norwich), and
- Tunxis (Farmington).

Mandated since 1989, C.G.S. Sec. 10a-73 requires each of the 12 community colleges have a regional advisory board. The president of each college recommends individuals to the board, which must be representative of the geographic area served. The purpose of each board is to advise the college about appropriate educational programs to meet the needs of its community. In addition, each community college professional program has a Program Advisory Council. Advisory councils are composed of employers and industry leaders who help the college stay

aware of the needs of its regional businesses in a particular program area. The councils offer input to program curriculum and are concentrated in the professions, business, and financial areas.⁸⁴

ENROLLMENT TRENDS

BOR data show that only a small fraction of the higher education system is used by students age 50 or older to pursue credit-based degree and certificate programs. Non-credit programs, however – especially at the community college level – reflect higher utilization by older students. In 2011, 31,067 students participated in non-credit coursework system wide, of which an estimated 30 percent were age 50 or older.⁸⁵ Some community colleges report even higher utilization. For example, of the 3,300 non-credit workforce seats at Manchester Community College in 2012-2013, more than half were students age 45 and older. Non-credit courses at Norwalk Community College garnering more than 50 percent enrollment by students over age 50 all share one thing in common – computer technology.

Non-credit programs do not lead to formal awards, so students are not eligible for federal Title IV/Pell Grant financial aid. For more than five years non-credit program enrollments at the community colleges have declined, likely due in part to decreasing state funding resulting in increased costs to individual students.⁸⁶

ASSESSMENT PRACTICES

The wide variety of non-credit programming has resulted in inconsistencies in monitoring program effectiveness, if measured at all. For example, some programs register students upon completion of the course, thus overestimating completion rates. From 2005-2012 completion job placement, and wage data was available consistently for only 11 percent of participants, due to their involvement in federally funded programs with reporting requirements.⁸⁷

It should be noted the Department of Labor's Office of Research is working with the Board of Regents and the State Department of Education to institute a pilot program permitting the linking of student records across the P – 20 spectrum and DOL wage records as students enter the workforce. This “longitudinal data system” will enable research that links student outcomes in the education system with success in the workforce, while protecting the confidential information of individuals. The pilot is scheduled for implementation in August of 2013.⁸⁸

RECENT RELEVANT LEGISLATION

Special Act 13-17 (AAC Non-Degree Certificate Programs and Technical Training Courses Provided By The Regional Community-Technical Colleges And A Report On The

⁸⁴ 2009 PRI report - Alignment of Postsecondary Education and Employment, P. 54.

⁸⁵ Board of Regents for Higher Education October 3, 2013 PRI public hearing testimony

⁸⁶ 2013 RBA Report Card – Non-Degree Vocational Training Programs (Board of Regents: Community Colleges)

⁸⁷ 2013 RBA Report Card – Non-Degree Vocational Training Programs (Board of Regents: Community Colleges)

⁸⁸ 2013 RBA Report Card – Labor Market Information (CT Department of Labor)

Budget, Expenditures, And Revenues Of The Constituent Units) requires the Office of Higher Education, in consultation with the Board of Regents for Higher Education, to develop a list of non-degree certificate programs and technical training courses offered by the community colleges that directly correlate with workforce shortage areas in the state and report to the legislature's higher education committee by January 1, 2014.

ASSESSMENT OF PROGRAMS: MANUFACTURING TECHNOLOGY CENTERS

Established in 1998, the Advanced Manufacturing Technology Center at Asnuntuck Community College (Enfield) has served as a model for the recent creation of three additional manufacturing centers located at Housatonic Community College (Bridgeport), Naugatuck Valley Community College (Waterbury), and Quinebaug Valley Community College (Danielson). Following a solicitation for proposals, these colleges were selected by the Board of Regents for Higher Education (BOR) based on their ability to establish or expand manufacturing technology programs and their commitment to precision manufacturing. The BOR plans to create a statewide advisory panel to support and guide the manufacturing centers. The new Manufacturing Centers opened their doors in August 2012. The four Advanced Manufacturing Technology Programs prepare students for a career in manufacturing by providing classroom instruction, computer, and hands-on training in a lab environment.

Funding

State bond funding of \$17.8 million (\$8.9 million in each of FY 12 and FY 13) for the development of the three manufacturing centers was provided for in the bipartisan Jobs Bill (P.A. 11-1, October Special Session), intended to encourage new job creation, while developing and strengthening the state's workforce competitiveness. This funding includes capital equipment purchases as well as the renovation and expansion of existing college facilities to accommodate a manufacturing center. Also included in the Jobs Bill package was \$2.2 million in bonding authorization (\$1.1 million in each of FY 12 and FY 13) to expand Asnuntuck's precision manufacturing program.

The total annual operating budget for Asnuntuck's manufacturing center is approximately \$1.8 million dollars, with the State contributing \$790,500. The balance is earned through tuition and a major employer-funded program of incumbent worker training with companies like Pratt and Whitney and Sikorsky (approximately \$300,000). The State's annual budget contribution to each of the new center start-ups is \$300,000. Operating costs at each community college are anticipated to be approximately \$800,000 per year once renovations and capital expansions are completed.

Tuition, fees, books and tools for the one-year manufacturing program at Asnuntuck Community College (ACC) costs in-state students \$7,050, with comparable costs at the other community college manufacturing center programs. Scholarships, financial aid, and Pell grants are available for students who qualify. Unemployed adults may qualify for WIA or TAA⁸⁹ funding. ACC also established a high school scholarship program in the 2006-2007 school year.

⁸⁹ TAA, or Trade Adjustment Assistance, funds are made available to workers displaced by import competition and offshore outsourcing.

Sponsoring employers provide full payment for tuition, fees, and books. During the second semester, participants are employed two days a week while continuing their studies.

Population Served

Program participants are recruited through marketing, word of mouth, and referrals from workforce investment boards. There are no age requirements for participants, which include unemployed persons, dislocated workers, incumbent workers, returning veterans, high school students exploring manufacturing careers, and out-of-school youth. For the Fall 2013 semester, the average age for participants of the Advanced Manufacturing Centers is as follows:

| | |
|-------------------|----------------|
| Housatonic: | 28.6 years old |
| Asnuntuck: | 30.9 years old |
| Naugatuck Valley: | 33.5 years old |
| Quinebaug Valley: | 39.5 years old |

All students need to complete the program information package and admissions process. Once admitted, students are required to maintain a grade of "C" in each program course for advancement in the program.

Program Description

The Advanced Manufacturing Technology Program consists of two certificates, Basic Level I and Advanced Level II. The standard core curriculum is a thirty-five hour per week, thirty-four college credits program designed to provide students with the manufacturing skills needed by today's manufacturers. Students spend approximately half their time in the classroom and half engaged in hands-on activities and can choose between a day and night schedule. Students can earn industry recognized credentials via a one-year certificate, a two-year associate's degree, or transfer to a four-year university for a Bachelor of Science. Internships at manufacturing companies – both paid and unpaid - are available for qualified students meeting attendance standards and course prerequisites. Typically, scholarship students are paid interns, earning \$12 per hour for two days/16 hours each week. The timeframe is typically eight to 10 weeks in the second semester. Dislocated workers generally take unpaid internships to avoid complications with their unemployment insurance compensation status.

The Basic Manufacturing: Machine Level Technology I Certificate (16 credits) provides essential entry level skills by combining theory with hands-on practice. Students receive a thorough grounding in Computer Aided Design (CAD), blueprint reading I, manufacturing machining - drill press and saw, grinding, benchwork, lathe I, milling I, and Computer Numeric Control (CNC) I.

The Advanced Manufacturing: Machine Level Technology II Certificate (18 credits) is designed to provide students with the advanced manufacturing skills for those seeking employment in machine technology and Computer Numerical Control (CNC) manufacturing environments. Building on the skills developed in the Basic Manufacturing: Machine Level I Technology Certificate, students develop advanced manufacturing skills in mathematics, blueprint reading II, principles of quality control, lathe II, milling II, and CNC II.

In addition, non-credit instruction in Metrology⁹⁰, Lean Manufacturing, Math, Computer Applications, Careers in Manufacturing, Solid Works, and Coordinate Measuring Machine (CMM) are incorporated into the program.

Housatonic Community College (HCC)

Housatonic has developed a 2,400-square-foot state-of-the-art manufacturing lab for credit and non-credit programs. The HCC Advanced Manufacturing Center includes computer labs, milling and lathe machines, CNC machines, rapid prototypers, a welding center, and engineering design studio. This expansion enables the college to significantly broaden its technology programs and course offerings.

HCC plans to upgrade the manufacturing laboratories at its partner vocational-technical schools (Platt Technical High School in Milford and Emmett O'Brien Technical High School in Ansonia). The college delivers its manufacturing processes course in the evening at Platt Tech, while O'Brien Tech is working with HCC to strengthen math and English courses to increase college readiness. In addition, through its "Bridges" high school initiative, the college has created a link with all comprehensive and technical high schools in its 11 town service region offering workshops and providing opportunities for curriculum alignment.

Naugatuck Valley Community College (NVCC)

The center was planned for a student enrollment increase of 100 percent in two years (approximately 90 enrollees) and another 100 percent in five years (approximately 180 enrollees). As a result, NVCC anticipates purchasing additional additive manufacturing machines, mills, new water jet stations and additional CNC equipment.

The NVCC Community and Economic Development Division will also provide complementary non-credit courses so manufacturing students will be well-prepared to enter the workplace as effective employees with manufacturing knowledge and skills. In addition, close collaborations with NVCC's Job Placement Center and the Northwest Regional Workforce Investment Board will provide students with internships and industry partnerships producing highly skilled graduates.

Quinebaug Valley Community College (QVCC)

QVCC's Manufacturing Technology Center encompasses the renovation and expansion of its manufacturing laboratory into three distinct areas totaling approximately 5,300 square-feet. The center delivers advanced manufacturing education focused on CNC machining and programming, quality inspection and metrology, and mechatronics⁹¹. The center offers paid summer manufacturing internships and apprenticeships, as well as career placement.

In addition, QVCC and the Harvard H. Ellis Technical High School in Danielson have partnered to ensure adequate capacity for the CNC Machining and Programming portion of the

⁹⁰ Metrology is the scientific study of units of measurement.

⁹¹ Mechatronics unites the principles of mechanics, electronics, and computing.

center. The combined Manufacturing Technology Centers at both QVCC and Ellis Tech will have the capacity to serve 300 to 400 students annually.

Outcomes

Asnuntuck Community College

More than 1,000 students have graduated from Asnuntuck's technology programs and have transitioned to the private sector with the technological abilities that benefit local industry. ACC's technology programs typically graduate 90 percent of enrollees and place 90 percent of its graduates within three months. Entry level employment for manufacturing technology graduates provide incomes ranging from \$35,000 to \$40,000 annually. Table V-1 contains information on the number of CMT graduates by age for the last three years.

| Table V-1. Asnuntuck Community College Manufacturing Technology Center Graduates by Age | | | | | | |
|---|-----------|-----|-----------|-----|-----------|-----|
| ACC MFG | Class '11 | | Class '12 | | Class '13 | |
| Age | # | % | # | % | # | % |
| 18-22 | 10 | 15% | 26 | 30% | 51 | 34% |
| 23-29 | 5 | 7% | 15 | 17% | 32 | 21% |
| 30-39 | 11 | 16% | 16 | 18% | 14 | 9% |
| 40-49 | 15 | 22% | 13 | 15% | 20 | 13% |
| 50+ | 26 | 39% | 18 | 20% | 35 | 23% |
| Total | 67 | | 88 | | 152 | |
| <i>*If a student received more than one certificate or degree in the Same year, the student is only counted once in his/her age category. Inmates and non-CMT run awards were excluded.</i> | | | | | | |

Table V-2 provides participation and outcome data for Asnuntuck Manufacturing students age 50 and older.

| Table V-2. Asnuntuck Community College Manufacturing Technology Center Data for Participants 50 and Older | | | |
|--|-------|-------|-------|
| | YEAR | YEAR | YEAR |
| 50+ Students | 2011 | 2012 | 2013 |
| Enrollments | 32 | 22 | 38 |
| Graduates | 26 | 18 | 35 |
| Graduation Rate | 81.3% | 81.8% | 92.1% |
| Placed | 22 | 16 | 31 |
| Placement Rate | 84.6% | 88.9% | 88.6% |

The three new manufacturing centers are responsible for providing these same outcome measures—which include students graduating from the program and final job placement in the state’s manufacturing industry.

Housatonic Community College (HCC)

Enrollment in HCC’s technical programs has increased over the last several years, as they provide pathways for students interested in engineering, manufacturing and technology to transfer to four-year programs at Central Connecticut State University, the University of Connecticut, and Fairfield University.

Naugatuck Valley Community College (NVCC)

Current enrollment and graduation trends indicate a resurgence in NVCC manufacturing programs. There has been a 425 percent increase in the number of students enrolled in manufacturing certificate programs between 2006 and 2010.

Quinebaug Valley Community College (QVCC)

Since the fall of 2005, QVCC has had an enrollment increase of 32 percent for manufacturing majors and achieved 100 percent successful manufacturing job placement or university transfer for its manufacturing graduates.

Cost Effectiveness Analysis

Cost. After accounting for revenues from tuition and employer-funded training programs, net operating costs for the Asnuntuck Manufacturing Technology Center totaled \$790,500 in FY 13.

Outcome. There were 152 graduates in 2013 from Asnuntuck’s Manufacturing Technology Center, of which approximately 90 percent were placed in employment for a total of approximately 137 job placements.

Cost per reemployed program participant. It is estimated to cost \$5,770 for each of the 137 participants at Asnuntuck Manufacturing Center who became employed ($\$790,500 / 137$).

ASSESSMENT OF PROGRAMS: PLUS 50 INITIATIVE

Organized in 2008 by the American Association of Community Colleges (AACC), the Plus 50 Initiative is a national project to benchmark the most current and innovative programs at community colleges that engage learners age 50 and over. A significant aspect of this initiative is to facilitate information sharing and best practices in serving the unique instructional and academic support needs of older learners. The project is focused on workforce training and preparing the 50 plus population for new careers. Three of Connecticut’s community colleges have recently joined this initiative – Middlesex, Naugatuck, and Norwalk.

Funding

Due to its early record of success, the program has continually attracted new grant funding and interest from additional community colleges. In addition to grant funds (typically \$15,000 per award), participating colleges gain access to marketing materials, evaluation expertise, a Web-based planning and implementation process, toolkits, and resource materials.

The Plus 50 Initiative

The project began in 2008 with a three-year \$3.2 million grant from The Atlantic Philanthropies and involved 15 community colleges chosen by a competitive RFP process.

The Plus 50 Completion Strategy

Leveraging funding from The Atlantic Philanthropies, Lumina Foundation supported this expansion with \$800,000 in funding over four years.

The Plus 50 Encore Completion Program

This project is tripling in size the Plus 50 Initiative to 100 community colleges from 2012 to 2015. A \$3.2 million grant provided by Deerbrook Charitable Trust supports this expansion. The \$15,000 grant funding will provide these new plus 50 colleges with tools and resources, funds and expertise needed to build successful plus 50 programs.

Population Served

Through the original program and the subsequent expansions the Plus 50 Initiative has served more than 32,580 community college students age 50 and older nationwide.

Program Description

The Plus 50 Initiative

The Plus 50 Initiative invests in community colleges to create or expand campus programs that engage the plus 50 student. The project began with a focus on learning, training and retraining, and civic engagement however quickly re-tooled in 2009 as a result of the economic recession to focus on workforce training and preparing for new careers. This first expansion welcomed an additional 12 colleges to the initiative.

The Plus 50 Completion Strategy

From 2010 to 2014, the second expansion has focused on increasing the number of 50 plus students, especially those with prior college credits, to complete degrees, certificates or not-for-credit credentials in high-value occupations that can help them get hired. To leverage resources as efficiently as possible, the initiative employed a peer learning model that provides community colleges the opportunity to share knowledge on starting and sustaining quality educational programs for plus 50 students.

The Plus 50 Encore Completion Program

From 2012 to 2015, the third and most recent initiative expansion aims to triple participation to 100 community colleges and help 10,000 baby boomers earn high-value degrees or certificates in fields that give back (education, health care, social services) and are hiring. To increase capacity, AACC consolidated its model into a Web-based, 5-step planning and implementation process. Participating colleges offer skill updates to prepare older adults to transition into careers such as pharmacy technicians, clinical dental assistants, early childhood educators, medical billing and coding specialists, certified nursing assistants, substance abuse counselors, adult basic education instructors, human resources specialists, and positions in other in-demand fields.

Recently, three Connecticut community colleges applied and were selected to join the initiative:

- Middlesex Community College (2013) - The college prepares older adults for careers as certified nursing aides, medical billing and coding specialists, ophthalmic medical assistants, patient care technologists, and pharmacy technician assistants.
- Naugatuck Valley Community College (2013) - The college prepares plus 50 adults for careers in human services and social work, nursing, and early childhood education.
- Norwalk Community College (2012) - The college prepares older adults for such careers as medical or dental assistants, home health aides, nursing assistants, and child development associates.

Outcomes

Due to recent implementation, outcomes data for the three Connecticut community colleges is not yet available.

At the national level, AACC engaged an independent evaluator to measure college grantees implementation progress and participant satisfaction. Grantee successes and challenges, as well as information on practices contributing to plus 50 student successes, are provided for use by other community colleges.

During the first three years of the initiative, the number of workforce training courses that were targeted specifically to plus 50 students increased dramatically - from 54 to 1,147. Evaluators found that enrollment in courses associated with the Plus 50 program more than doubled, increasing by more than 15,000 students from baseline to the end of the program's second year. About 90 percent of plus 50 students in workforce training programs agree that their plus 50 courses have helped them acquire new skills or improve upon their current job skills. Seventy-two percent of students agreed that their workforce training program had helped them get hired for a job.

The primary goal of the Plus 50 Completion Strategy is that grantee community colleges would serve 9,000 adult students over the age of 50 across four years, with 3,600 (40%)

completing a degree, certificate, or not-for-credit certificate. To date, evaluators found that the colleges involved in the Plus 50 Completion Strategy have exceeded those goals, as they have served 16,507 plus 50 students, and 7,192 (44%) of these students have completed a degree or credential. Furthermore, of the 12 colleges able to collect employment data, 715 of these students have secured employment since completing their program. This number significantly undercounts employment outcomes, even within this 12 college subset due to difficulty of obtaining job placement information after students complete their programming.

Best Practices

The early colleges involved in the initiative learned a great deal about how colleges could better engage and support 50 plus students (as well as students of all ages), which are documented in The Plus 50 Initiative: Standards of Excellence:

- Offer learner-centered programming
 - Tailor instructional delivery to meet the needs of plus 50 students
 - Examples include accelerated courses plus 50 students who need to re-enter the job market quickly, flexible scheduling options to accommodate work and family demands, and providing online/distance learning courses to increase accessibility and allow students to progress at their own pace
 - Take into account the learning styles of the plus 50 student
 - For example, encourage instructors to make classes more interactive
- Promising Practice: Career Changers Course
 - Offer a short course for plus 50 students that provides career exploration and assessment tools, and provides students access to occupational trend projections and data on employer demand in the local labor market
- Learner Support Services offer a wide range of “system navigator” supports:
 - Additional services that enable a plus 50 learner to more easily navigate the community college system including new student orientations for plus 50 students; registration support; or guidance to sources of financial aid
- Provide accessible and accommodating materials and environments:
 - Ensure physical comfort and accessibility by leveraging the technology at the college—for example, using smart rooms with technological supports, such as dual monitors and microphones and speakers, enhances audio and visual content
 - Be mindful of transportation access and options—choose event and course locations close to public transportation or provide transportation services to facilitate plus 50 students’ access to courses and services
 - Make community college more affordable—if possible, offer direct financial aid. Design referrals to sources of financial aid and financial assistance workshops that are tailored to plus 50 students

Also, data on program effectiveness are not presently available to measure performance of non-credit vocational programs, particularly in regards to the primary goal of attaining employment.

ASSESSMENT OF PROGRAMS: ENCORE!HARTFORD (UConn)

Encore!Hartford is a program of the University of Connecticut Department of Public Policy Nonprofit Leadership Program (UConn NLP). Established in 2010, Encore!Hartford was designed to achieve two goals: the re-employment of Connecticut's seasoned corporate and public service professionals and the filling of professional-level and managerial human resource needs of Connecticut's nonprofit sector.

The program was designed and implemented in partnership with Leadership Greater Hartford, Connecticut Department of Labor, Capital Workforce Partners,⁹² *CTWorks*,⁹³ United Way of Central and Northeastern Connecticut, Connecticut Association of Nonprofits, Jewish Family Services, over 100 nonprofit partners and its newest partner, AARP Connecticut. The 16-week training program consists of 64 hours of educational training held at different nonprofit agencies with facilitation by experienced nonprofit professionals and consultants followed by an 8-week fellowship project at a nonprofit in professional-level management.

Funding

The current program fee is \$2,850 per participant.⁹⁴ Approximately half of each class has paid this fee out-of-pocket, while the remaining half has been eligible for full scholarships through the Workforce Investment Act (WIA). For scholarship consideration participants must first apply for WIA eligibility at his or her local One-Stop. In addition, AARP Connecticut is providing a total of \$8,000 in financial assistance for up to five Fairfield County residents who have been accepted into the 2014 Class. Final financial assistance from AARP CT awards may be for the full or partial program fee. Awards will be determined by a university review committee based on merit and financial need.

Direct costs to the program are approximately \$35,000 per year. Indirect costs include staff salaries and benefits, office space, electricity, and administrative support and are also estimated at approximately \$35,000. Thus, the total program cost is an estimated \$70,000 annually. Each Encore!Hartford class has generated sufficient revenue, comprised of student course fees⁹⁵ and organization fellowship host fees (\$100 to \$300 each based on a sliding scale), to cover the cost of the program.

Population Served

Although there are no age requirements, the program is targeted to 40-75 year-old unemployed or underemployed mid-career and traditional retirement-aged professionals. These former corporate and public service professionals hear about the program through media coverage, referrals from partners and word of mouth. To date, participant ages have ranged from 35 to 72, with the majority of participants being over age 50 and unemployed for over one year. Chosen through a competitive application and selection process based on their skill-sets and

⁹² North Central Connecticut Workforce Investment Board

⁹³ One-stop career guidance and training center

⁹⁴ Due to projected increased costs it is anticipated that the program fee will increase to \$3,000 after the upcoming Spring 2014 class.

⁹⁵ Maximum 25 participants x \$2,850 = \$71,250.

potential for success in the nonprofit sector, a maximum of 25 candidates are selected for the program each year. While Encore!Hartford currently receives more applications than it can serve, program staff estimate replication in another area of the state is feasible with the addition of one full-time staff member.

Program Description

Encore!Hartford assists unemployed corporate professionals transition their skill sets and experience into successful professional and managerial employment in the nonprofit sector. The 64-hour classroom component of the program focuses on the similarities as well as differences in best practices between corporate and nonprofit business management. Beginning in March of each year, the four-hour classes meet twice a week for two months. Topics covered include nonprofit leadership, program management, finance, governance, funding strategies, organizational management, program outcome measurement, and job search strategies. Using a practitioner-based learning model, each session is facilitated by seasoned nonprofit executives and expert consultants serving the sector. To aid in the participants' immersion into the sector, classes are hosted in a diverse selection of nonprofit agencies.

The capstone of the program is a two-month, 30-hour per week unpaid fellowship, scheduled from mid-April to mid-June at a Connecticut nonprofit. Encore Fellows are carefully matched with a vetted host nonprofit to work on a professional-level project that meets the career goals of the fellow and the specific needs of the nonprofit organization. During the fellowship period, fellows meet as a group, facilitated by the Nonprofit Leadership Program, to share and process their experiences. In a few cases, a fellow becomes employed with the organization where the fellow completed his or her project, however this is an expectation.

Networking is emphasized throughout the program. Participants select organizations from a wide range of identified nonprofits including those representing the arts, culture and history, social services, youth and education, health, and environment as informational contacts.

Upon completion of both the education and fellowship components, graduates work with program staff to prepare and connect with employment opportunities. As the program has gained recognition, staff has been routinely contacted about job openings, asking if there are any Encore!Hartford graduates who might be suitable for the position. Through *CTWorks*, WIA participants are provided with a reemployment coach and job developer for assistance with updating résumés, interview coaching, and job placement.

Outcomes

Since it began in 2010, Encore!Hartford has enrolled and graduated 93 participants resulting in a 100% graduation rate for each of the four completed program years. The average overall (full-time and part-time) employment rate for the 70 who graduated in 2010 through 2012 is 87 percent. Average full-time employment for the 2010 to 2012 graduates is 67 percent, with a 96 percent retention rate.⁹⁶ As of November, 12 of 23 graduates from the June 2013 class have been employed (7 full-time, 5 part-time) within five months for an employment rate of 52

⁹⁶ The full-time retention rate assesses retention at any job at a nonprofit (if someone moved around to several jobs at nonprofits, that would still count as job retention, as long as the person is working at a job).

percent. Factoring in this newest class, the average overall (full-time and part-time) employment rate for the 93 graduating from 2010 to 2013 is 78.5 percent.

In addition to employment outcomes, surveys are used to gauge program satisfaction and make necessary improvements each year. Encore Fellows are asked to complete three comprehensive evaluations: two focused on the classroom component of the program and one on the fellowship. Encore Fellowship Hosts are asked to complete one comprehensive evaluation covering their experience as a host organization.

Cost Effectiveness Analysis

Cost. Costs for the Encore!Hartford program are estimated at \$70,000 per year. The program has run for four years.

Outcome. 78.5 percent of graduates (73 of 93) have been placed in full-time or part-time employment (2010-2013). Thus, the average annual number of program completers who became employed is 18.

Cost per reemployed program participant. Combining the cost and primary outcome information for the past four years, it is estimated to cost a total of \$3,836 for each of the participants who became employed ($\$70,000 \times 4 \text{ yrs} = \$280,000$) / 73 job placements).

ASSESSMENT OF PROGRAMS: ADVANCED LEADERSHIP TRAINING PROGRAM (CCSU)

The result of a collaboration between the Central Connecticut State University Institute of Business Development (ITBD)⁹⁷ and Capital Workforce Partners⁹⁸, the Advanced Leadership Training Program equips and empowers dislocated professionals to transition into leadership and upper management positions. The program covers five modules: Six Sigma, Project Management, Emotional Intelligence, Lean Enterprise, and 21st Century Leadership.

Funding

National Emergency Grant (NEG)⁹⁹ funds were utilized to cover the cost of tuition (approximately \$6,000) for a package of training courses at the ITBD, resulting in no out-of-pocket costs to student participants. Although these NEG funds have expired, the individual courses are still available through the ITBD. Students may be eligible for WIA funding through their workforce development board. If not eligible, tuition costs are paid out-of-pocket.

⁹⁷ Since 1986, ITBD has been supporting Connecticut businesses and organizations by providing a full spectrum of training, technology, and manufacturing process assistance, government procurement services, small business development, and conferencing services.

⁹⁸ CWP is the workforce investment board for Connecticut's North Central region.

⁹⁹ National Emergency Grants (NEGs) temporarily expand the service capacity of Workforce Investment Act Dislocated Worker training and employment programs at the state and local levels by providing funding assistance in response to large, unexpected economic events that cause significant job losses.

Population Served

The ideal candidates have a Bachelor's degree or equivalent experience, employment experience in insurance, banking, finance, information technology and/or manufacturing, and are seeking management positions within their respective industries. There are no age requirements; however, participants in the NEG-funded (now expired) Advanced Leadership Program had to be unemployed. Admission to courses is on a rolling basis, with classes held once a sufficient (at least 6-8) number of students has enrolled.

Program Description

This 12-week, graduate-level training program is designed to equip participants with the knowledge, skills, and abilities needed to succeed in transitioning into management positions. Training modules include:

Six Sigma

- Six Sigma Black Belt Certification assists individuals in being able to utilize statistical tools and measures to reduce and control variation and waste in a business's processes. The format allows participants to work on projects between classes, either individually or in teams, utilizing the tools learned.
- Fifteen-day course.
- \$2,495

Project Management

- The objective of this program is to provide project leaders with planning skills, and the confidence to effectively manage project teams of one or twenty – even when there is little formal authority over human and other resources. This workshop is highly interactive and discussion-oriented. Participants are encouraged to plan a near-term project that they will manage.
- Three-day course
- \$995

Lean Enterprise

- The focus of Lean Enterprise is to reduce waste in business processes, improve lead times and on-time-delivery, reduce inventory levels, cut costs and provide better customer service. Students learn the methods to implement Lean Enterprise process improvement in organizations.
- Four-day course
- \$1,195

21st Century Leadership

- A three-day course covering the following topics:
 - Leading the Organization
 - Leadership 'Presence' and Interpersonal Skill Development

- Setting Expectations to Enable Performance
- Managing and Improving Performance
- Developing Your Organization/Promoting Teamwork
- \$695

Since the training program meets the education requirements for Six Sigma Black Belt and Project Management Institute's Project Management Professional certifications, participants who complete the program obtain in-demand management credentials.

Outcomes¹⁰⁰

Data were not readily available for trainees funded with National Emergency Grant money, although it was collected. Of the 95 dislocated workers trained at ITBD between April 2009 and April 2013 under regular WIA Dislocated Worker funding:

- 95 were trained
- 72 reported employment – 76%
- 60 reported working 37 hours/week or more – 85% of employment
- 11 reported an hourly wage of \$50 or more (annualized salary \$104,000+) – 15%
- 11 reported an hourly wage of \$38 - \$47 (annualized salary = \$80,000+) – 15%
- 9 reported an hourly wage of \$30 - \$36 (annualized salary = \$62,400 - \$74,880) - 13%
- 17 reported an hourly wage of \$20 - \$28 (annualized salary = \$41,600 - \$58,240) – 24%
- 23 reported an hourly wage less than \$20 (annualized salary below \$41,600) – 33%
- 1 person reported hours but not the wage
- The average reported hourly wage was \$28.38

Cost Effectiveness Analysis

Cost. Costs for the Advanced Leadership Training program are estimated at \$6,000 per participant. There were 95 participants for a total cost of \$570,000 (or 24 participants annually for an annual cost of \$142,500).

Outcome. 76 percent of graduates (72 of 95) reported employment. Thus, the average annual number of program completers who became employed is 18.

Cost per reemployed program participant. Combining the cost and primary outcome information, it is estimated to cost a total of \$7,916 for each of the participants who became employed (\$570,000 / 72 employed).

¹⁰⁰ Outcomes data provided by Capital Workforce Partners.

This Page Intentionally Left Blank

Chapter VI

Potential Use of Technical High Schools as a Resource for Older Worker Retraining

This chapter evaluates the state's technical high school system as a resource for the reemployment of older workers. Current uses for adult learners, after hours use and potential collaborative opportunities are discussed.

The Connecticut Technical High School System (CTHSS) consists of seventeen technical high schools located throughout the state, one technical education center located in Bristol, and two aviation centers (Hartford and Stratford) (Figure VI-1). The mission of the Connecticut Technical High School System is to “provide a unique and rigorous high school learning environment that: ensures both student academic success, and trade/technology mastery and instills a zest for lifelong learning; prepares students for post-secondary education, including apprenticeships, and immediate productive employment; and responds to employers' and industries' current and emerging and changing global workforce needs and expectations through business/school partnerships.”¹⁰¹ Technical high schools serve both traditional-aged high school students and adult students (post-high school graduates).

Like the community colleges, each career cluster within the technical high schools is statutorily required to have an industry advisory committee.¹⁰² Advisory committees assist in establishing specific skills standards, curriculum and a career ladder.

FUNDING & GOVERNANCE

The state of Connecticut funds and operates the Connecticut Technical High School System. High school students attend free of charge. Tuition costs for adult students for 2012-2013 are \$3,500 for a 1-year program and \$4,100 for the 1.5 year LPN program.¹⁰³ The Connecticut Technical High School System offers financing options including¹⁰⁴:

- Title IV/Pell Grant – may be available to eligible full-time students;
- tuition waivers are available for veterans, students age 62 and over (subject to seat availability), and students enrolled in the Certified Nurse Assistant program that are experiencing financial hardship;
- funding from other state agencies (i.e. Dept. of Labor via WIA); and
- G.I. Bill Veteran Education Benefits

Alternatively, adult students can also apply for a private student loan or inquire in their communities about local scholarships and grants.

¹⁰¹ <http://www.cttech.org/central/about-us/mission.htm> Accessed on November 4, 2013.

¹⁰² CGS Sec. 4-124gg.

¹⁰³ CTHHS 2011-2012 Gainful Employment Disclosures

¹⁰⁴ <http://www.cttech.org/AdultED/index-Financial-Aid.htm> Accessed on November 29, 2013.

Until FY 13 the CTHSS was under the jurisdiction of the Connecticut State Board of Education, which appointed four of its members to the CTHSS Committee. Effective July 1, 2012, in accordance with Public Act 12-116, a new 11-member Connecticut Technical High School System Board was created. The new board includes members from education and industry as well as the commissioners from the Departments of Labor and Economic and Community Development.

POPULATION SERVED

In 2012-13, a total of 11,195 students were enrolled in technical high schools: 10,652 (95 percent) secondary students were enrolled full time and an additional 96 (1 percent) secondary students were enrolled in Bristol Technical Education Center (TEC) (11th and 12th graders only), and 447 (4 percent) adult students were enrolled in programs across the district, as of October 2012. The only general requirement for adult students is a high school diploma or its equivalent.

PROGRAM DESCRIPTION

Current Uses

Technical program relevance is ensured through an extensive network of technology advisory committees, assessments and adaptive response to the implementation of emerging technologies of the workplace. The secondary school program offers 30 trade/technologies, however not all programs are available at each school (Table VI-1). The median number of trade programs available at any given secondary school is eleven. The trade/technologies with the most number of shop locations are as follows:

- | | |
|--------------------------------|---|
| 1. Culinary Arts (17) | 6. Manufacturing Technology (13) |
| 2. Automotive Technology (17) | 7. Plumbing and Heating (12) |
| 3. Carpentry (16) | 8. Computer Aided Drafting & Design (11) |
| 4. Electrical (16) | 9. Heating, Ventilation & A/C (10) |
| 5. Hairdressing/Barbering (14) | 10. Automotive Collision Repair & Refinishing (9) |

Adult students are offered full-time post-secondary day programs and part-time evening apprentice and extension programs for retraining and upgrading skills. Adult full-time day programs at Bristol TEC¹⁰⁵ are Automotive Technology, Culinary Arts, Electronics Technology, HVAC (Heating, Ventilating and Air Conditioning), Manufacturing Technology, and Welding and Metal Fabrication. Eligible students can qualify for the Work Based Learning Program in which they earn wages from an employer in an industrial setting. The program reinforces students' classroom theory with actual experience in a work environment. Students can also earn credit hours toward apprenticeships.¹⁰⁶ Employers are required to pay the minimum wage,

¹⁰⁵ Adult students at Bristol TEC attend classes with junior and senior high school students.

¹⁰⁶ See Chapter III for further discussion of the apprenticeship program.

however many companies pay up to \$14 per hour. Some students continue as a full time employee after completing their certificate program at Bristol TEC.

There are also six adult-only day programs located amongst ten of the technical high schools: Aviation Maintenance Technician, Certified Nursing Assistant, Dental Assistant, Medical Assistant, Licensed Practical Nurse, and Surgical Technician.¹⁰⁷ Evening apprentice and extension programs are currently offered at six of the tech high schools: Bristol, Bridgeport, Danbury, Hamden, Hartford, and Norwich.

After-Hours Use

The technical high schools are at full capacity during the daytime for their traditional age students. For instance, Bristol TEC gets twice as many applications as they have spaces, however not all trade clusters are as popular as others. Thus, when space is available, adult students are accepted into trade programs, being sure not to exceed a 2:1 ratio of high school student to adult student. Bristol TEC does not market its programs, so it is likely that increased awareness would result in more interested adult students seeking admission. With the exception of the six schools offering evening programming, technical high school classrooms and equipment are not used after 3:00 pm. Similarly, facilities are not fully utilized in the summer months, with the exception of remedial summer school. It should be noted that not all technical high schools have air conditioning, however, and may not be suitable for usage during the summer.

Fiscal limitations, primarily related to instructor expenses, are the main challenge to expanded use of the technical high schools for adult retraining programs. Per CTTHS faculty contracts, there is a 1 to 18 teacher-to-student classroom ratio. This ratio proved insufficient, however, in training adult workers in the recent Jobs Funnel programs in Weatherization and Building Analysis (see next section for further details). The highly motivated unemployed adults worked at a faster pace and required an additional instructor.

Identifying qualified technical instructors for after-hour programming may also prove to be difficult. There is a requirement that teachers have a minimum of eight years of experience in the field. However, field experience does not necessarily make someone a good teacher – the ability to manage a classroom and successfully transfer one’s knowledge are separate skill sets. Current CTTHS faculty could potentially be tapped, however may already earn more after hours as adjunct faculty at community colleges. There apparently is a significant pay differential between high school faculty (~\$27/hour) and college adjuncts (~\$55/hour), making additional hours spent teaching at community colleges more lucrative.

POTENTIAL COLLABORATIVE OPPORTUNITIES

Collaborative relationships between technical high schools and their nearby community colleges vary from school to school. Currently only certain technical high schools have articulation agreements with specific community colleges. Leadership of the two systems has recently begun working to establish articulation agreements with all of the community colleges. For example, the Board of Regents for Higher Education (BOR) is spearheading the

¹⁰⁷ Connecticut Technical High School Management Plan, January 2013.

collaboration between the Connecticut Technical High School System and the Manufacturing Center community colleges to determine a process for approving college credits for technical high school graduates who graduate with National Institute for Metalworking Skills (NIMS) credentials.¹⁰⁸ CTTHS and BOR are also working on developing a memorandum of agreement regarding the availability of several technical high schools to support after-hours education and training for community college programs.

A recent successful collaboration between the technical high schools and the community colleges developed in providing Jobs Funnel programs in Weatherization and Building Analysis to instruct unemployed adults designated by the five workforce regions in Connecticut. CTTHS faculty designed, and students built, the mockups utilized for the program. Programs were offered at four technical high schools (Ansonia, Bridgeport, Hartford, and Norwich) and one community college (NVCC - Waterbury). Another successful collaboration exists between Ellis Tech and Quinebaug Valley Community College. They have partnered to ensure adequate capacity for the CNC Machining & Programming portion of the college's new advanced manufacturing center.

OUTCOMES¹⁰⁹

In 2012, 79 percent of the more than 2,400 technical high school graduates were eligible for either national or state certifications and/or licensing credentials in their trade, in addition to earning a high school diploma and trade endorsement. Twenty one percent of students earned a diploma and trade endorsement, but their trade curriculum did not have an association to a national or state certification at that time. According to a survey of high school graduates four months following graduation, 58.5% were pursuing additional education, 34.6% had entered the workforce or armed services, and 6.9% were unemployed.

Outcomes data on adult students had not been collected until 2012. Of the 119 adult student respondents, 86 students (72%) reported being employed. In general, there is a lack of data to measure performance of adult student vocational programs, particularly in regards to the primary goal of attaining employment.

¹⁰⁸ College credits were previously awarded by Charter Oak regarding the NIMS credentials.

¹⁰⁹ Connecticut Technical High School System (Dept. of Education): 2013 Program Report Card

Figure VI-1. Connecticut Technical High Schools

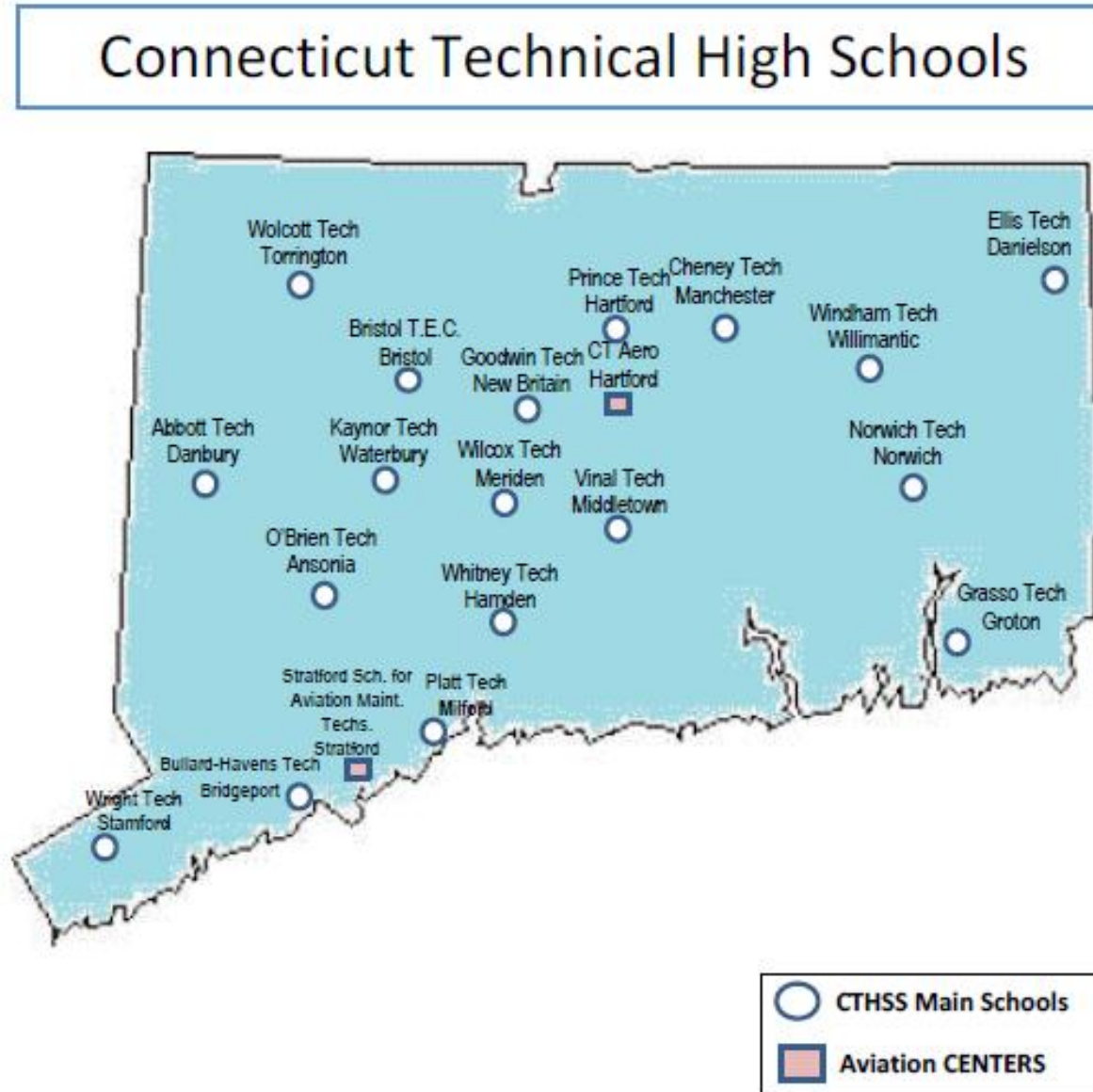


Table VI-1. Offerings at Connecticut Technical High School System 2013-14

| Connecticut Technical High School System 2013-14 Listed by Trade Cluster | Enmett Ohlen, Ansonia | Ballard Havens, Bridgeport | Bristol T. E. C. | Henry Abbott, Danbury | H. R. Ellis, Danvers | E. T. Grasso, Groton | EB Whitney, Hamden | A. I. Prince, Hartford | Howell Cheney, Manchester | H.C. Wilson, Meriden | Vinal, Middletown | Platt, Milford | Aviation School, Brainard | Aviation School, Stamford | E.C. Goodwin, New Britain | Norwich | J.M. Wright, Stamford | Oliver Wolcott, Torrington | W. F. Kaynor, Waterbury | Windham, Willimantic | Number of Shops |
|---|-----------------------|----------------------------|------------------|-----------------------|----------------------|----------------------|--------------------|------------------------|---------------------------|----------------------|-------------------|----------------|---------------------------|---------------------------|---------------------------|---------|-----------------------|----------------------------|-------------------------|----------------------|-----------------|
| Number of Secondary Shops per School | 10 | 13 | 6 | 11 | 11 | 11 | 11 | 13 | 11 | 13 | 11 | 14 | 0 | 0 | 10 | 12 | 0 | 12 | 12 | 9 | 190 |
| 30 Trades / 190 shop locations (secondary only) | | | | | | | | | | | | | | | | | | | | | |
| Tourism, Hospitality and Guest Services Management: 6 Trades / 38 Shop Locations | | | | | | | | | | | | | | | | | | | | | |
| Baking | | X | | | | | | | | | | | | | | | | | | | 1 |
| Culinary Arts | X | X | X | X | X | X | X | X | X | X | X | X | | | X | X | | X | X | X | 17 |
| Fashion Merchandising and Entrepreneurship | | X | | | | | | X | | | | | | | | | | | X | | 3 |
| Hairdressing/Barbering | X | X | | X | X | X | X | X | | X | X | X | | | X | X | | X | X | | 14 |
| Marketing, Management and Entrepreneurship | | | | | | | X | | | | | | | | X | | | | | | 2 |
| Tourism, Hospitality and Guest Services Management | | | | | | X | | | | | | | | | | | | | | | 1 |
| Construction Cluster: 7 Trades / 62 Shop Locations | | | | | | | | | | | | | | | | | | | | | |
| Architectural Technologies | | X | | | X | | | | | | | X | | | | | | | | X | 4 |
| Carpentry | X | X | | X | X | X | X | X | X | X | X | X | | | X | X | | X | X | X | 16 |
| Electrical | X | X | | X | X | X | X | X | X | X | X | X | | | X | X | | X | X | X | 16 |
| Heating, Ventilation and Air Conditioning | X | | X | X | | | | | X | X | X | X | | | X | X | | | | X | 10 |
| Masonry | | X | | | X | | | X | | | | | | | | | | | | | 3 |
| Plumbing and Heating | X | X | | X | X | X | X | X | | X | | X | | | X | X | | | X | | 12 |
| Plumbing, Heating and Cooling | | | | | | | | | | | | | | | | | | X | | | 1 |
| Manufacturing Cluster: 5 Trades / 29 Shop Locations | | | | | | | | | | | | | | | | | | | | | |
| Automated Manufacturing Technology | | | | | | | | X | | | | | | | | | | | | | 1 |
| Computer Aided Drafting and Design | X | | | X | | X | X | | X | | X | X | | | X | X | | X | X | | 11 |
| Electromechanical Technology | | | | | | | | | | | X | X | | | | | | | | | 2 |
| Manufacturing Technology | X | | X | X | X | | X | | X | X | X | X | | | X | | | X | X | X | 13 |
| Welding and Metal Fabrication | | | X | | | | | | X | | | | | | | | | | | | 2 |
| Transportation Cluster: 3 Trades / 27 Shop Locations | | | | | | | | | | | | | | | | | | | | | |
| Automotive Collision Repair and Refinishing | | | | X | X | X | | X | | X | X | X | | | | | | X | X | | 9 |
| Automotive Technology | X | X | X | X | X | X | X | X | X | X | X | X | | | X | X | | X | X | X | 17 |
| Diesel and Heavy Duty Equipment Repair | | | | | | | | | X | | | | | | | | | | | | 1 |
| Computer Technologies Cluster: 4 Trades / 23 Shop Locations | | | | | | | | | | | | | | | | | | | | | |
| Electronics Technology | | | X | | X | | | | | X | | X | | | X | | | X | X | X | 8 |
| Graphics Technology | | X | | X | | | X | X | | X | | | | | X | | | X | | | 7 |
| Information Systems Technology | | X | | | X | | X | X | X | X | X | X | | | | | | | | | 7 |
| Pre-Electrical Engineering and Audio Visual Technology | | | | | | | | | | | | | | | X | | | | | | 1 |
| Health Technologies Cluster: 3 Trades / 9 Shop Locations | | | | | | | | | | | | | | | | | | | | | |
| Bioscience and Environmental Technology | | | | | | X | | | | | | | | | | | | | | | 1 |
| Early Care and Education | | X | | | | | | | | | | | | | | | | | | | 1 |
| Health Technology | X | | | | | X | | | X | | | | | | X | | X | X | X | | 7 |
| Arts, Audio/Visual Technology and Communications: 2 Trades / 2 Shop Locations | | | | | | | | | | | | | | | | | | | | | |
| Media Production | | | | | | | | X | | | | | | | | | | | | | 1 |
| Music Production | | | | | | | X | | | | | | | | | | | | | | 1 |
| Adult only: 6 Trades/ 15 Shop Locations | | | | | | | | | | | | | | | | | | | | | |
| Aviation Maintenance Technician | | | | | | | | | | | | | X | X | | | | | | | 2 |
| Certified Nurse Assistant | | X | | | | X | | | | | | | | | | | | | | | 2 |
| Dental Assistant | | | | | | | X | | | | | | | | | | | | X | | 2 |
| Medical Assistant | | | | | | | | | | | | X | | | | | | | | | 1 |
| Licensed Practical Nurse Program | | X | | | | X | X | | | X | | | | | X | | | X | | | 6 |
| Surgical Technician | | | | | | X | X | | | | | | | | | | | | | | 2 |

Alternatives to Public Sector Programs

Besides the state-run programs and services previously reviewed in labor, aging, and education areas, there are additional resources available to assist in the reemployment of older workers. This chapter describes nonprofit, volunteer, and privately funded initiatives. Information on the use of career coaches and temporary agencies is also provided as potentially viable resources for unemployed older workers.

AARP

AARP is a nonprofit, nonpartisan organization, with a membership of more than 37 million persons 50 years and older. The organization advocates to enhance the quality of life for older persons. AARP offers many resources dedicated to older jobseekers and entrepreneurs via its national website content and a variety of strategic partnerships, including:

- The *AARP Best Employers for Workers Over 50 Award*, cosponsored by the Society for Human Resource Management (SHRM), is a biennial program that recognizes employers with exemplary practices for recruiting and retaining mature workers.
- *Life Reimagined for Work* (formerly Work Reimagined), a project of AARP powered by LinkedIn, is a national online effort to help employers solve their current and future staffing challenges, provide older workers with job search tools and networking opportunities, and direct them to employers that value and are hiring experienced workers.
- *Encore Entrepreneurs*, co-sponsored with AARP and the Small Business Administration (SBA), is a self-paced, easy-to-follow 30-minute online course designed to help people over 50 get the information they need to start and grow a business as a second career.

The AARP Foundation has supported *Platform to Employment* (discussed in-depth later in this chapter) through grant funding. At the state level, AARP Connecticut also provides targeted funds and often in-kind support for workforce development programs targeted to older job seekers, including *Bridges to Employment* through the Workplace, Inc.¹¹⁰ and *Encore!Hartford* (discussed in-depth in Chapter V). AARP CT also supports entrepreneurialism through free seminars with the local Small Business Administration and collaborations and with reSET: Social Enterprise Trust.

Population Served

Anyone 50 or over can be a member of AARP for \$16 a year. Membership covers one's spouse or partner, for no additional charge. Membership benefits include access to group discounts, state and national advocacy, and subscriptions to AARP's bulletin and bimonthly

¹¹⁰ The Workplace, Inc. is the workforce investment board for southwestern Connecticut.

magazine. Anyone younger than 50 may join AARP as an associate member for \$12.50 per year; however, would not have access to group discounts. AARP's website content is free and available to anyone regardless of age.

Any U.S.-based employer with at least 50 employees is eligible to apply for the AARP Best Employers for Workers Over 50 Award.

Bridges to Employment

For this pilot program, participation was limited to 20 to 25 unemployed individuals age 50+ residing in the Bridgeport and Stamford labor market area. AARP Connecticut funded the pilot and assisted with recruitment.

Program Description

AARP Best Employers for Workers Over 50 Award

Since its inception in 2001, this award has recognized employers who have set the standard for innovative programs that help recruit, retain, and engage older workers. One of the goals of the program is the share the best practices of the award winners with the business community at large. As a result, all applicants receive a benchmarking report comparing their scores with those of other applicants.

Applying for recognition is voluntary. Key areas of consideration include: recruiting practices, opportunities for training, education and career development; workplace accommodations; alternative work options, such as flexible scheduling, job sharing, and phased retirement; employee health and retirement benefits and retiree work opportunities. The list of 2013 winners includes employers from a variety of sectors, including for-profit and nonprofit, health care, education, insurance, utilities, industrial, and government. Three industries - health care, education and government made up 64 percent of the winning list:

- Health Care (36%) As the U.S. population ages, health care continues to be an area of high demand and a good place for older workers. In 2013, 18 hospitals and/or health care systems made AARP's list representing organizations around the country. Six of these employers made the top 10.
- Education (18%) Educational institutions, primarily within higher education, are also top employers for older workers and are well represented – with 9 of the 50 spots on the AARP list.
- Government (10%) Generous health and retirement benefits offered by government jobs are an attraction to older workers, even if the pay is often lower than in the private sector. Government agencies made up 5 of AARP's 50 award winners.

Representing Connecticut, Yale-New Haven Hospital (YNHH) was the only in-state employer to be honored on the current list of Best Employers for Workers over 50. YNHH was previously recognized with this award in 2005 and 2006. Nearly 30 percent of YNHH employees are age 50 plus with an average tenure of 18 years. With 500 to 600 job openings at any given

time, YNHH recruits its workforce on a large scale and values mature workers for their experience, as well as their willingness to mentor less experienced co-workers. YNHH offers a number of programs and benefits to attract and support mature workers, including tuition reimbursement and training opportunities, flexible work schedules and alternative work arrangements, free health screenings and wellness programs, financial and retirement planning and dependent care benefits.

Aside from YNHH, only two other Connecticut companies have been recognized on the Best Employers for Workers over 50 list – Pitney Bowes in Stamford (2004, 2005) and The Hartford Financial Services Group in Hartford (2002, 2005).

Bridges to Employment

The 16-week pilot program, funded by AARP CT and run by The Workplace Inc. from December 2012 to April 2013, was customized to meet the specific needs of older workers by increasing their skills and marketability to better position them to return to the workforce. Through a series of one-on-one counseling, seminars, interactive workshops, and job clubs, participants received training on the most important skills and aptitudes sought by today's employers, learned how to use technology effectively as a job search tool, and created an individualized development plan to assist in meeting their employment goals. The Bridges to Employment program also addressed topics such as self-employment, wellness and financial planning. Additionally, participants engaged in volunteer opportunities that could help them gain relevant experience to fill the gap in employment on their resumes.

Outcomes

Nationally, a total of 130 employers applied for consideration for the 2013 Best Employers for Workers Over 50 Award. Of the Top 50 winners, a great number indicated they are reaching out to recruit retirees, according to AARP. For example, 88 percent of 2013 winners, versus 78 percent in the previous contest in 2011, offer consulting or contract work to retirees. And 78 percent this year, versus 70 percent in 2011, are reaching out to retirees with offers of full-time work.

As of November 1st, it is estimated there were more than 4.5 million year-to-date online visits to the AARP webpages featuring resources for jobseekers.¹¹¹

Bridges to Employment – Outcomes data is not yet available.

¹¹¹ Source: AARP Connecticut.

PLATFORM TO EMPLOYMENT (P2E)

This section describes Platform to Employment (P2E), a program that originated in 2011 at The WorkPlace, the regional workforce investment board in southwestern Connecticut. Funded by the AARP Foundation and other private funds, the purpose of the program is to help the long-term unemployed who have exhausted their unemployment insurance benefits--many of whom are older adults--become reemployed. P2E takes a comprehensive approach, beginning with the restoration of confidence and emotional preparedness to take on reemployment efforts. Upon completion of a five-week preparatory phase, program participants have the opportunity to go into eight-week P2E-paid work experiences at organizations that have job openings. The P2E program philosophy is that job searchers need a “platform” of any employment from which to move up to a better job.

Funding

The President and Chief Executive Officer of The WorkPlace spearheaded the development of the P2E program, including fundraising with businesses in lower Fairfield County. No state or federal government funding is used to support this program. Over 40 businesses, private foundations, and individuals provided financial support.

Approximately \$600,000 was raised to support 100 pilot program participants (about 20 participants for five classes, at \$6,000 per participant). Corporate donors included AT&T, Northeast Utilities, and Xerox. In addition to individual contributors, several foundations helped to fund the original P2E pilot program including: Wells Fargo Foundation, Fairfield County Community Foundation, and JP Morgan Chase Foundation. Beyond the five classes (i.e., cohorts) that occurred as part of the pilot, two more classes were funded by the AARP Foundation in southwestern Connecticut. Additional private funds were raised for the eighth class, just completed this summer, also in southwestern Connecticut. Confirmed by two years of experience, replications of P2E cost approximately \$120,000 per class size of 20 participants. Additional P2E classes will be offered in Connecticut as funds are raised to support the program.

The Hartford Foundation for Public Giving is funding a planning grant to examine the challenges people over age 50 face in becoming reemployed. The Foundation has a goal of replicating P2E in the Greater Hartford area by January 1, 2014. The five partners in the initiative are AARP, Capital Workforce Partners, CBIA, CREC, and Career Resources. A series of focus groups held separately for employers and unemployed individuals were conducted in the fall 2013. The potential P2E program planned for the Greater Hartford area may be shorter, with the preparatory phase taking three to four weeks rather than the current five weeks.

Population Served

The P2E program is open to unemployed persons who have already, or are at imminent risk of exhausting their unemployment benefits. Participants have been unemployed for at least six months. Participants in the original pilot program were from urban and suburban communities in the southwest part of Connecticut (e.g., Greenwich, Bridgeport, Darien, and Derby).

Age. Of the 100 who participated in the pilot program, 69 percent were 50+ years old. In the two classes funded by AARP, all 42 participants were 50+ years old. In general, P2E does not have an age minimum, and some P2E funders, such as the Walmart Foundation, have a commitment to veterans, who may be aged 30 or younger.

Education. Of the 100 participants in the P2E pilot program, 46 percent had Bachelor's or Master's degrees. Similarly, for the subsequent two classes funded by AARP, 40 percent of the 42 participants had Bachelor's or Master's degrees.

Previous employment. P2E participants come from a variety of employment backgrounds. There is a higher than average proportion of participants with backgrounds in marketing, administration, accounting, and financial services. Table VII-1 provides a sampling of job titles previously held by P2E participants.

| Table VII-1. Former Job Titles of P2E Participants | |
|---|---|
| Account Manager | Office Manager |
| Administrative Assistant/Office Manager | Procurement/Purchasing-Manufacturing |
| Claims Processor/Data Entry-Insurance | Project Coordinator |
| Community Relations & Marketing | Sales Manager |
| Customer Relations | Sales Representative |
| Customer Service | Senior Credit Analyst |
| Distribution & Transportation Supervisor | Senior Test Engineer |
| Facility Use & Special Events | VP Retail Banking & Branch Managers-Banking |
| Source: The WorkPlace. | |

Program Description

The Platform to Employment (P2E) program contains two phases: 1) preparatory program; and 2) placement in a paid work experience for up to eight weeks. The five week preparatory program provides mental health and financial education services to assist participants. Services also include skills assessments to define abilities, and career readiness workshops. If needed, financial counseling and credit rebuilding assistance is also provided.

Individual employment plans are developed and participants work with P2E career coaches who also conduct weekly follow-up contacts with participants. P2E is a full-time commitment, and participants are in class four days per week during the preparatory phase.

Following completion of the preparatory phase, P2E helps participants find paid work experiences with local companies that have job openings. This program may be appealing to employers because it has the advantage of removing the risk often associated with hiring new workers by providing a risk-free trial, and does not require completion of the paperwork often a part of on-the-job training programs.

If the employer is satisfied with the performance of the P2E participant, then the expectation is that a full-time job with the employer will ensue following the paid work experience. The work experience provides the participant with an opportunity to demonstrate

their skills to employers who might be reluctant to hire an older worker and/or someone who has been unemployed for a long period of time.

Participants hear about the program through letters sent out by the local CTDOL office to all in the Southwestern WIB region who had exhausted their unemployment insurance benefits. The initial recruitment for P2E occurred by mailing letters to more than 1,400 long-term unemployed workers in the Southwest WIB region. Additional ways participants hear about P2E is through web postings and news stories about the program. For example, a recent news story about the program that ran over a weekend generated approximately 200 emails inquiring about the program by the following Monday morning. There are hundreds of individuals on the P2E waiting list at any given time. National and local publicity¹¹² also helped make people aware of the program.

Program Outcomes

Program demand. In the initial recruitment for P2E, nearly 400 applications (392) were received in response to the CTDOL letter, and 164 candidates were interviewed. A pilot program initiated in fall 2011 enrolled 100 workers. Given that class size for P2E has ranged from 18-28, demand far exceeds capacity.

Program completion. Of the original 100 accepted into the P2E pilot program, all but nine completed the five-week preparatory program, which is the first phase of P2E (91 percent completion rate). Figure VII-1 shows that 80 percent of the 91 participated in eight-week work experiences, while the remainder continued to search for job placements or received training. Of the 73 who entered the eight-week work experiences, 65 (89 percent) moved into full-time employment with that company. The salaries for the reemployed ranged from \$23,000 to \$72,000, with all having to take pay cuts compared with their positions just prior to unemployment.

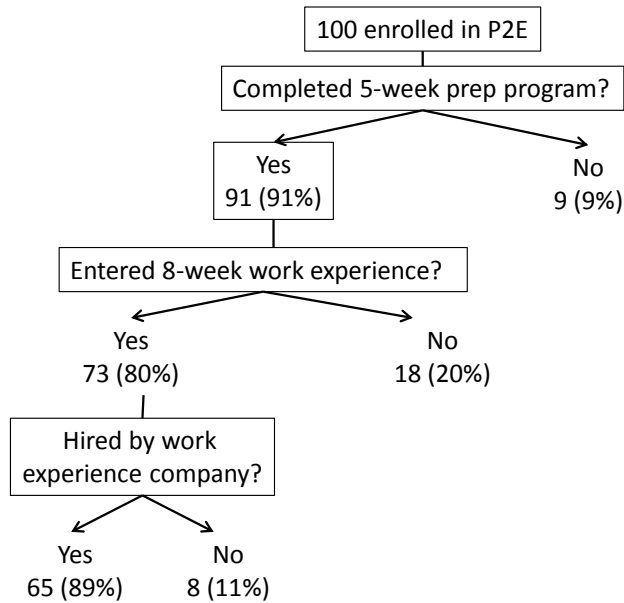
Overall, the percent of P2E pilot participants who became employed full-time was:

- 65 percent for the 100 who enrolled in the P2E program
- 71 percent for the 91 enrollees who completed the P2E preparatory program

Since the pilot, there have not been more than four offerings in a 12 month period. Based on an estimated four offerings annually, it would be anticipated that 80 would participate in P2E, 58 would complete P2E, and 52 (90 percent) would become employed.

¹¹² National media coverage included a segment on the Connecticut Platform to Employment program televised February 19, 2012 on a 60 Minutes Special, "Trapped in Unemployment." P2E was also a segment on the May 3, 2013 PBS NewsHour Special, "Brutal Job Search Reality for Older Americans Out of Work for Six Months or More."

Figure VII-1. Platform to Employment Outcomes for Pilot Participants

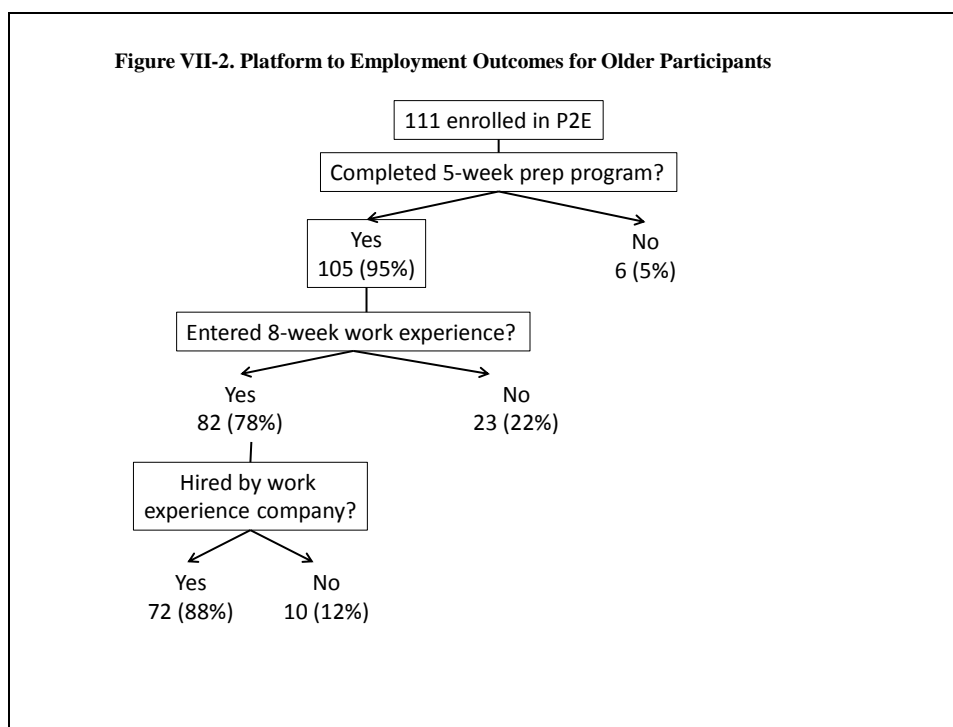


A separate analysis was performed for P2E participants who were at least 50 years old. Results for the 69 older pilot participants and the 42 participants in the AARP sponsored classes are shown in Figure VII-2. The success rate is similar to the outcomes for the mixed-age pilot program participants.

Overall, the percent of P2E participants 50 and older who became employed full-time was:

- 65 percent for the 111 who enrolled in the P2E program
- 68 percent for the 105 enrollees who completed the P2E preparatory program

Figure VII-2. Platform to Employment Outcomes for Older Participants



P2E participants were placed in a wide variety of industries including construction, information technology, financial services, non-profits, healthcare, and education. Table VII-2 shows some examples of the reemployment positions originally funded by P2E for eight weeks and now held by P2E program graduates.

Table VII-2. Examples of Positions Obtained by P2E Graduates

| | |
|--------------------------|--------------------------------------|
| Accountant | Health Information Technology Writer |
| Accounts Payable | Project Coordinator |
| Administrative Assistant | QA Analyst |
| Benefit Advisor | Sales Associate |
| Case Manager | Senior Human Resources Specialist |
| Customer Service | Shipping Clerk |
| Driver | Supply Chain Analyst |
| File Clerk | Warehouse Coordinator |
| Forklift Operator | Web Marketing Manager |
| Source: The WorkPlace. | |

As of July 1, 2013, there had been 164 participants enrolled in the eight Connecticut P2E offerings. The completion rate for the five-week preparatory program was 91 percent, with all but 14 completing the preparatory program. The latest class is currently in the process of locating work experiences.

Examining information on all but this latest class, most were found to have entered eight-week work experiences (82 percent). Of that group, 88 percent were hired by the company where their work experiences occurred. The overall success rate (i.e., entered full-time employment) for the 131 preparatory program completers was 72 percent. In contrast, six months after P2E ended,

there was a 21 percent employment rate for the P2E program candidates who applied for, but were not selected for P2E.

With the support of the AARP Foundation, Citi Community Development, and the Walmart Foundation, the P2E program is currently being expanded to the following 10 cities outside of Connecticut:

- Chicago, IL
- Cincinnati, OH
- Dallas, TX
- Denver, CO
- Detroit, MI
- Minneapolis, MN
- Newark, NJ
- Orlando, FL
- San Diego, CA
- San Francisco, CA

Cost Effectiveness Analysis

Cost. As described earlier in the chapter, the cost per P2E participant is \$6,000, or \$120,000 for a class size of 20 participants in P2E. This figure includes:

- “Career Edge,” the five-week preparatory program (facilitated by contractor Career Team)
- Financial education classes, provided by nonprofit organizations associated with the One-Stops
- Behavioral health services (minimum of one session), provided by contractor Behavioral Health Services
- Eight weeks of wages (amount varies, depending on the wages paid by the position)

A few employers reportedly did not take the wage subsidies because they were satisfied with the P2E candidates at the time of the interviews. There were also instances where P2E paid 100 percent of the salary for the first four weeks of the placement and then requested--and was granted--a cost share with the employer for the subsequent four weeks.

Benefit. Focusing on the 50+ year old participants, the majority of P2E preparatory program completers became reemployed (69 percent). This is similar to the 72 percent reemployment rate for all P2E participants, regardless of age. More importantly, 88 percent of those who entered the eight-week work experience and had an opportunity to demonstrate their skills to employers, were hired by the company where their work experiences occurred. Salaries for the reemployed ranged from \$23,000 to \$72,000, with all having to take pay cuts compared with their positions just prior to unemployment.

Cost per reemployed program participant. The following analysis is based on information for all program participants within the first seven classes, regardless of age, and assumes all employers accepted the wage subsidies offered by P2E. The annual cost for four offerings is estimated to be \$480,000 (4 classes @ \$120,000 each). Based on a total of 80 participants, it is expected that 58 would complete the program, and 52 subsequently become employed (90 percent). The cost to help 52 P2E participants become reemployed would be approximately \$9,231 per reemployed program participant (\$480,000 / 52).

JEWISH EMPLOYMENT TRANSITION SERVICES (JETS)

This section describes a grassroots employment outreach and support program launched in 2009 in response to the Great Recession and increasing requests for help received by Jewish Family Services (JFS)¹¹³ from people who had become unemployed or underemployed. The Jewish Employment Transition Services (JETS) program is a nonsectarian program that was started by a volunteer who acts as the moderator/facilitator, leading twice monthly meetings. JETS attracts 100-160 individuals per meeting, with approximately 30-50 of these participants new to JETS. A two-hour career-related presentation takes up the bulk of the meeting, with a one hour attendee networking session occurring just prior to the presentation. Additional support services are also made available to JETS participants, ranging from resume assistance, job search work teams, and financial counseling.

Funding

The JETS program relies primarily on in-kind contributions and volunteers who have made long-term commitments to the program. The program founder and moderator/program facilitator, for example, spends approximately 40 hours per week on this initiative. Given her background in human resources and her full-time dedication to JETS, the moderator/program facilitator: identifies and recruits presenters, works with the presenters to shape workshop topics covered, and personally provides resume assistance, career counseling, and interview coaching to JETS participants.

In addition to the full-time volunteer moderator/program facilitator, there are human resources consultants who volunteer their time to help with resume assistance, interview preparation, career counseling, and LinkedIn sessions. The human resources professionals often meet with JETS participants several times to provide this one-on-one assistance free of charge. A “Money Coach” volunteers his time to provide free financial counseling.

All the presenters provide their workshops free of charge. Also donated are time by the JFS executive director, director of finance, and director of operations for JETS staff supervision, oversight of program finances, and grant writing.

There is a paid, part-time JETS program manager. A paid professional counselor also offers six to eight week emotional transitions support groups two to three times per year to help people with the emotional side of job loss. A technical company is paid to provide sound, audio-visual, and PowerPoint during the presentations held at Beth El Temple, the location of the JETS meetings.

¹¹³ Jewish Family Services is a nonsectarian agency providing behavioral health and other human services to people of all faiths residing in Greater Hartford/North Central Connecticut communities.

There is no cost to JETS participants. Donations from both the Jewish Federation of Greater Hartford and RBC-Wealth Management (\$39,000 in FY 12) support the part-time JETS manager position, the professional counselor-led emotional transitions support groups, and audio visual support for presentations.

Population Served

The JETS program attracts 100-160 attendees per workshop (average 120 participants per workshop). Although located in West Hartford, attendees come from as far away as Bridgeport, Waterbury, Danbury, and Springfield, MA. JETS participants hear about the program from word of mouth, brochures, CTDOL, libraries, other networking groups, through Jewish Family Services, and private outplacement firms (e.g., Lee Hecht Harrison). Social media, including Facebook and LinkedIn, websites, and email newsletters are also used to publicize JETS program presentations.

Although the JETS program does not maintain a database on attendees, it is estimated that over 60 percent are 50+ years old. The participants are also described as highly educated with many years of employment experience, who lost their jobs primarily due to layoffs and company closings that occurred during the Great Recession.

Program Description

The JETS program is considered unique in its use of a volunteer moderator/program facilitator, and was the recipient of a 2009 Innovation Award from the Jewish Federation of Greater Hartford. The volunteer founder remains the current moderator/program facilitator of the JETS program, and organizes, researches, and coordinates all programs and speakers.

The part-time JETS program manager identified the following four JETS program goals:

1. To identify and build on individual strengths
2. To develop skills in the areas of networking and job search
3. To access appropriate community support and resources
4. To improve functioning in daily activities at home, at work, and in the community

There are five components to the JETS program: 1) workshops; 2) networking; 3) job search work teams; 4) human resources services; and 5) support services available through Jewish Family Services of West Hartford.

JETS workshops. During its five years of operation, JETS has offered more than 150 workshops with guest experts donating their time to present information on career-related topics relevant to today's job search environment. The workshops often combine lecture style with an interactive component. Workshops are usually held twice a month on Wednesday mornings from 9 to 11 am at Beth El Temple in West Hartford.

Table VII-3 provides a flavor for the array of topics covered by the various presenters.

| Table VII-3. Sample of Titles and Presenters of JETS Workshops | |
|---|--|
| ➤ | “Highly Effective Job Search in a Difficult Job Market” (Orville Pierson, Author/Sr. V.P. at Lee Hecht Harrison) |
| ➤ | “Advanced LinkedIn—Tips No One Knows” (Patrick O’Malley, Social Media and Internet expert) |
| ➤ | “Searching for Jobs Online—Indeed.Com” (The Team from Indeed.Com) |
| ➤ | “Insider Secrets & Tools to Using the DOL’s Online 100 Job Sites” (Karen Quesnel, Business Services Specialist, CTDOL) |
| ➤ | “Eliminated! Now What? Finding Your Way from Job-Loss Crisis to Career Resilience” (Jean Baur, Career Coach/Author) |
| ➤ | “Connecticut Employment Trends: Some New and Some Déjà vu” (Patrick Flaherty, Economist, CTDOL) |
| ➤ | “How to Negotiate Salary and Benefits: Everything You Want to Know Before Your Next Interview” (Marcia LaReau, Career Counseling/Job Search) |
| Source: JETS testimony submitted at the October 3, 2013 PRI public hearing. | |

Schmoozers networking. Also held twice a month at Beth El Temple, the JETS Schmoozers’ networking usually occurs from 8 to 9 am (with a two-hour career-oriented presentation immediately following the networking hour). The hourly sessions provide an opportunity for participants to exchange job leads and business cards, and informally network and build contacts with others. Participants can strengthen their networking approaches and connections as well as offer one another feedback about actual job interview occurrences. Ranging from 100 to 160 participants, it is estimated that an average of 120 individuals take part in the networking hour.

Job search work teams. The JETS program has been offering job search work teams for the past three years. The concept of job search work teams was created by Orville Pierson, an author and Senior Vice President at Lee Hecht Harrison, considered a nationally recognized outplacement company. Consisting of 10-15 members, job search work teams meet for two hours once a week, and offer a systematic approach to the job search process. Participants are held accountable, tracking their job searches using specific measures.

Free of charge, there are teams currently meeting in West Hartford, Glastonbury and Avon. Previous teams have taken place in West Hartford, Simsbury, Wethersfield, and Middletown. Table VII-4 outlines benefits of the JETS job search work teams as viewed by the work teams coordinator. Team leaders are volunteers and trained in the techniques pioneered by Orville Pierson.

Table VII-4. Benefits of JETS Job Search Work Teams

- Team members are immersed in a positive environment, surrounded by supportive people who understand member's current situation
- Structure given by attending weekly meetings
- Resource to get questions answered
- Accountability created by being part of a group, leading to greater likelihood of following through on actions
- Receive and give honest and candid feedback about presentation, resume, answers to interview questions, etc.
- Personal satisfaction in being able to help others

Source: Personal communication from volunteer coordinator of the JETS job search work teams program, September 20, 2013.

Human resources services. The JETS program has human resources professionals who volunteer their time to provide resume assistance, interview preparation, job profiling, and career counseling. It is estimated that approximately 150 individuals received human resources services from the JETS program during January-June 2013, and 800-900 people since program inception in 2009.

Support services available through Jewish Family Services of West Hartford, CT. JETS program participants are made aware of services available through Jewish Family Services (JFS), a non-profit social services agency in West Hartford. Through JFS, participants may access the agency's food pantry, energy programs, support groups for the unemployed, and counseling services. The JETS program also has a volunteer "Money Coach" available to answer individual financial questions.

Program Outcomes

There are estimated to have been over 3,000 JETS participants during the five years that the program has been in existence. It is further estimated that 800-900 received human resources services (e.g., resume writing assistance, interview preparation, and career counseling), and 50 participated in five emotional support groups.

It is further estimated that, during the five years the program has been in existence, between 1,000-1,500 (200-300 annually) have found jobs (33-50 percent success rate; average of 42 percent). This rate equates to approximately 200-300 JETS participants gaining employment annually, with an estimated 450 becoming employed in calendar year 2012.

As noted earlier, a roster of JETS participant names is not maintained by the program, and the JETS program manager only becomes aware that a program participant found employment if, as requested, the person notifies JETS by letter or informally.

While the JETS program does not generally track which services participants received, data on employment for the JETS job search work team participants is more readily available. Over the three years the work teams have been in existence, approximately 100 of the 200 participants (50 percent) have found employment.

A survey was distributed in September 2011 by email to 835 current and former JETS participants. The survey asked respondents to rate the JETS program in terms of learning, application and, well-being. A total of 247 JETS participants (30 percent) responded to the survey. Every survey item was rated positively by at least two-thirds of respondents. The items with the highest ratings are shown in Table VII-5.

| Table VII-5. JETS Survey Items with Most Positive Ratings | | | |
|--|----------------------|------------------------|-------------------------|
| Survey Item | Percent Agree | Percent Neutral | Percent Disagree |
| Learned new ideas from JETS speakers | 93.2% | 4.8% | 2.0% |
| Applied principles (from JETS presenters) to my own situation | 92.0% | 7.2% | 0.8% |
| Learned about resources available to job seekers & how to access | 86.4% | 10.8% | 2.8% |
| Developed better understanding about the job search process | 86.0% | 11.2% | 2.8% |
| I developed renewed enthusiasm for my job search | 86.4% | 8.9% | 4.4% |
| Source: JETS program manager. | | | |

Cost Effectiveness Analysis

Cost. As previously indicated, the JETS program is supported primarily by volunteers and pro bono/in-kind donations, including the full-time volunteer moderator/program facilitator, and human resources professionals (resume assistance, interview preparation). There is one part-time, paid JETS program manager position. The total budget for the JETS program is approximately \$39,000. To replicate this program at this cost would require the same high level of volunteer commitment as currently occurs with the JETS program.

Benefit. As described in the program outcomes section, many JETS participants have benefited in ways other than employment, ranging from assistance with food and financial issues, and counseling support services. It is estimated that 450 JETS participants became employed in calendar year 2012.

Cost per reemployed program participant. Combining the cost and benefit information, the cost to help 450 JETS participants become reemployed was approximately \$87 per reemployed program participant in calendar year 2012 (\$39,000 / 450).

NEIGHBORS-HELPING-NEIGHBORS (NhN)

This section describes a model program operating in several states which has received national attention and has the potential to be expanded to serve Connecticut.

Founded in River Edge, New Jersey in January 2011, Neighbors-helping-Neighbors (NhN) is a cost-free network of job search support and networking groups that follow a community-based approach to help under-employed and unemployed residents get back to work. During volunteer-led weekly meetings, group members assist each other in techniques and suggestions to improve one's job search and offer support and help with personal and professional networking.

Funding

Led by volunteers, the program is free to its members. NhN recently became a 501(c)(3) non-profit organization, and is working on finalizing its federal tax status. The organization relies upon donations, fundraising, sponsorships and advertising to cover the costs of its website and materials for its meeting and training activities (\$2,000 to \$3,000).

Population Served

There are no age requirements for participation. Membership is open to anyone in career transition, including unemployed or underemployed individuals and recent college graduates as well as people re-entering the job market, struggling small business owners and anyone looking for part time or volunteer work. The group is primarily composed of professionals, many of whom are over the age of 50.

Program Description

The organization currently has 27 meeting locations throughout New Jersey and has expanded into Boston (January 2013) and Washington, DC (September 2013). Approximately 200 to 250 of the 1,200 total members regularly attend weekly meetings. Meetings are typically held in public libraries, but also on college campuses and can be held in Microsoft stores. Some of the topics covered during meetings include: Resumes, Interviewing, Job Searches, Networking, and LinkedIn.

NhN has fostered a "pay-it-forward" organizational culture. Members are expected to contribute to other members by "sharing job search techniques, related professional career development resources, personal referrals and generally providing a forum where members feeling empowered, energized and focused on the job search."¹¹⁴

¹¹⁴ Excerpt from NhN mission statement. <http://www.neighbors-helping-neighbors.com/mission.html> Accessed on 11/27/13.

Outcomes

The organization relies upon member self-reporting for employment outcomes. Current total membership is estimated at 1,200 members, of which 355, or 30 percent, have reported finding employment to date.

Cost Effectiveness Analysis

Cost. As described earlier in the chapter, costs for the Neighbors-helping-Neighbors program are estimated at \$2,000 to \$3,000 per year.

Outcome. 355 members have found employment (2011-2013). Thus, the average number of program completers who became employed is 118.

Cost per reemployed program participant. Combining the cost and primary outcome information, it is estimated to cost between \$17 to \$25 for each of the participants who became employed ($(\$2,000 \times 3 \text{ yrs}) / 355 \text{ job placements}$) to $(\$3,000 \times 3 \text{ yrs}) / 355 \text{ job placements}$).

CAREER COACHES

This section describes career coaches, a potential resource to assist in the reemployment of older workers. According to one article on the subject,¹¹⁵ career coaches can help their clients with presentation, negotiation, and communication skills. They may also assist professionals in leveraging their expertise and talents as they search for employment opportunities. Career coaches are not a regulated industry, meaning there are no requirements for calling oneself a career coach. One professional association for career professionals listed over 150 individuals/organizations in Connecticut alone.¹¹⁶

Funding

In a large survey by the International Coach Federation (ICF),¹¹⁷ coaches from North America estimated slightly more than half (55 percent) of their primary clients pay for their own coaching while the remainder have the coaching paid for by a third party, such as a corporation. The average fee for one hour of coaching was \$214. A recent AARP article reported career coaches charged an average of \$100-250 per hour.¹¹⁸

Beyond paid career coaches, the AARP Foundation has a virtual job coach volunteer team. The team helps 50+ year old job seekers via weekly telephone and email conversations. Approximately half of the virtual job coaches are retired. They offer advice about resumes, interviewing, and networking. These volunteer coaches are also available to guide job seekers through AARP's WorkSearch online assessment tool.

¹¹⁵ "Should you Hire a Career Coach?" February 19, 2010, www.forbes.com

¹¹⁶ The International Coach Federation. www.coachfederation.org

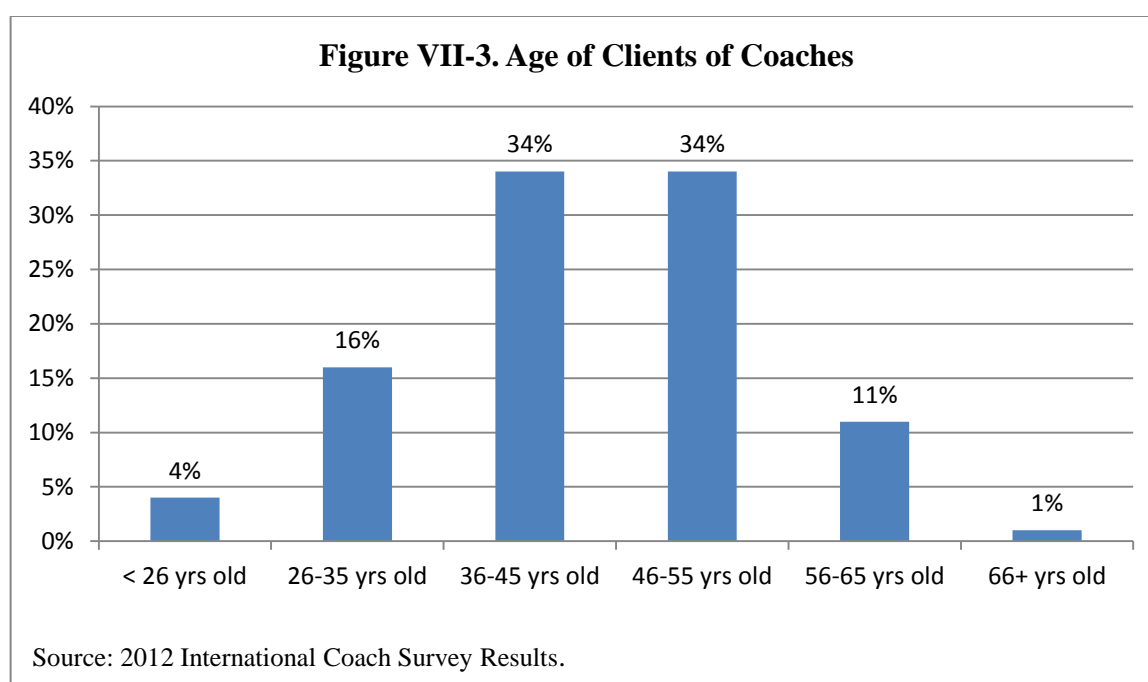
¹¹⁷ 2012 International Coach Foundation Survey Results.

¹¹⁸ "How to Choose and Use a Career Counselor or Coach" AARP, Updated January 2012.

Population Served

There is no descriptive information available on the number or age of Connecticut residents using career coaches. The expense involved may be a limiting factor in who is accessing this resource. In interviews with career coaches, it was further noted that not all clients seeking the services of career coaches are unemployed.

In the earlier referenced ICF survey of career coaches, approximately 59 percent of clients of United States coaches were female. The age of coaches' active clients is shown in Figure VII-3. Individuals 46+ years old make up an estimated 46 percent of career coach clients in the U.S.



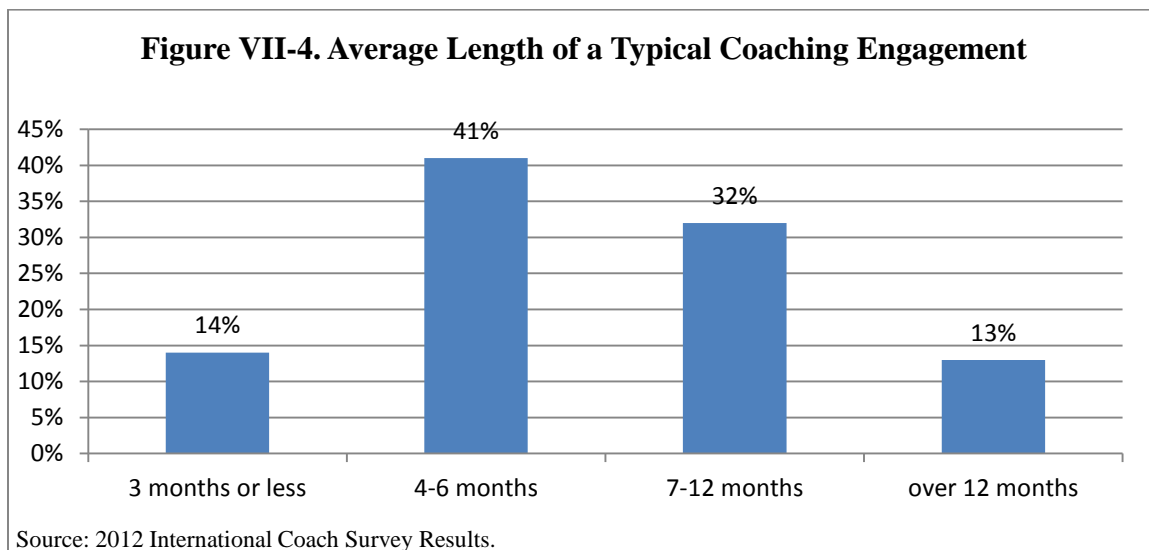
Program Description

The coaches. Of the 4,000+ U.S. coaches responding to the ICF survey, nearly two-thirds (62 percent) had earned a master's degree or doctorate, and 32 percent had at least a bachelor's degree. The U.S. coaches had a range of time practicing, with over half (56 percent) practicing at least five years. Assuming the survey respondents are representative of all coaches, three-quarters of coaches responding from the United States were female. Over two-thirds of the U.S. coaches responding (69 percent) were 46-65 years old.

Coaching process. Based on the ICF survey, telephone is the main method used to coach active clients (53 percent) with the remainder primarily using face-to-face meetings.¹¹⁹ Given the available technology, career coaches may work with clients that live thousands of miles away.

¹¹⁹ Other occasionally used methods include voice over internet/audio-video platform, and email/instant messaging.

The coaches responding from the United States estimated four to six months as the average length of a typical coaching engagement (Figure VII-4).



The coaching process includes time spent with the client determining what jobs would be a good fit with the individual based on their previous employment, education, personality inventories, etc. Once employment opportunities are identified, resumes are tailored to the particular job opening and key words needed in order to get through automated filters (software used to select out certain applications to reduce the number reviewed by the potential employer). The emotional impact of job loss, particularly on older adults must be addressed prior to the person applying for jobs. Building self-esteem is an important component of the efforts of job coaches as well as many other programs reviewed in this study report. Targeted networking is another area emphasized by many career coaches.

In one article on the topic, references and recommendations were considered key to finding the right coach.¹²⁰ In an interview with one career coach, clients heard about her services by word of mouth. Participation in local panel discussions at public libraries and presentations before groups such as JETS, were other ways that clients became aware of her services.

Outcomes

It is estimated that as many as one-third of clients who have hired career coaches are currently employed and looking for an improved situation. Regardless, information is not available on the percent of clients who become employed through their work with career coaches. However, the United States coaches who responded to the earlier referenced ICF survey expect demand for their services to increase. Over three-quarters (78 percent) expect their numbers of clients to increase over the next 12 months (18 percent predict no change, 4 percent a decrease).

¹²⁰ “Adaptability: How to Survive Change You Didn’t Ask For” M. J. Ryan, May 2009.

TEMPORARY EMPLOYMENT AGENCIES

Temporary employment agencies act as an intermediary, helping businesses fulfill staffing needs while helping workers find temporary, or in some cases, long-term employment assignments. These temp agencies, sometimes referred to as staffing companies, have established connections with many employers. Thus, using a temp agency can offer many benefits to unemployed older workers: generating much-needed income, updating skills, networking and building one's resume – all of which can increase the chances of getting a permanent job. In some instances, workers may qualify for paid time off and health and retirement income benefits while employed by a staffing firm. A temporary job assignment can also lead directly to a permanent job opportunity with the host employer.

Funding

Temporary employment agencies pay their employees an hourly rate and charge the client company a mark-up. The mark-up includes costs such as statutory employment taxes (Social Security and Medicare), unemployment insurance, workers compensation insurance, and the cost of recruiting, training and screening employees. Some agencies may also provide recruitment and permanent placement of full-time employees for a one-time fee to the client company. These one-time fees are often based on a percentage of an employee's first-year income, although some have flat-fee arrangements with their clients.

Population Served

Other than meeting applicable state and federal work eligibility and authorization requirements, there is no age or other requirements for registering and working with a temporary agency. Temporary agencies do not maintain information on the age of placed workers or individuals registered and available for work. However, in an interview with personnel from a temporary agency, they believe that the age of temporary workers had gotten older in the past few years.

Resource Description

Temporary agencies help companies deal with their fluctuating labor needs ranging from an employee's leave of absence to sudden expansions, cyclical busy periods, backlogs, and special projects. As a result, the duration of temporary positions can vary significantly, and in some cases, can eventually lead to permanent job opportunities. In other instances, companies looking to fill a permanent full-time position may first turn to a temp agency. This strategy, often referred to as "try-before-you-buy," allows businesses to avoid the liability of hiring an employee who may not perform well over time. Eighty percent of staffing clients say temporary agencies offer a good way to find people who can become permanent employees.¹²¹

In similar fashion, temporary job assignments offer low-commitment career exploration for workers transitioning from a different field and unsure of their next career move. For career changers who have already identified their new career field but are unable to attain an interview, temporary jobs can serve to get their "foot in the door" and begin building their resume. In order

¹²¹ <http://www.americanstaffing.net/statistics/facts.cfm> Accessed on November 29, 2013.

to match all of the various staffing needs of their clients, temporary agencies may value transferrable skills more than an employer looking to direct-hire someone with industry-specific experience.

Before placement, temp agencies often evaluate a worker's skills with a series of tests such as word processing speed and accuracy, math, specific software applications, and even personality. According to the American Staffing Association, 90 percent of staffing companies provide free training to their temporary and contract employees.¹²² For example, Kelly Services has an online learning center where registrants can learn Microsoft software before placement. In other instances, workers may be advised to address a skills gap outside of the temp agency before a placement can occur. Some temporary assignments offer on-the-job training by the client employer as well.

Although most temp agencies began with a primary focus on traditional administrative services, they now typically encompass a breadth of specialty businesses. Kelly Services assigns professional and technical employees in the fields of finance and accounting, education, engineering, information technology, law, science, and healthcare. Similarly, Robert Half International divisions include: accounting and finance (Accountemps), office and administrative (OfficeTeam), information technology, legal, and marketing. Thus temp jobs can provide excellent networking opportunities because assignments may result in working not just in one, but many companies in a worker's desired field. Annually, Manpower Group serves 400,000 clients worldwide and places 3.4 million workers into job placements.¹²³ The contacts made through temp assignments can act as mentors, future references or help you connect with other professionals in the field.

Some major temporary staffing agencies voluntarily applied for, and received, national recognition for valuing older workers as employees. Adecco Group has received the AARP Best Employers for Workers Over 50 distinction four times since 2002. Robert Half has been awarded RetirementJobs.com's Age-Friendly Employer Certification, an initiative to identify employers who maintain policies, practices and programs consistent with employment of people age 50 and older based solely on their proficiency, qualifications and contribution.¹²⁴ In addition, Adecco Group, Kelly Services, and Manpower Group have all signed the Work Reimagined pledge, a national initiative with AARP, and agree to actively counter age bias and consciously consider the 50+ applicant and the value of mature employees.

¹²² <http://www.americanstaffing.net/statistics/facts.cfm> Accessed on November 29, 2013.

¹²³ <http://www.manpowergroup.com/wps/wcm/connect/manpowergroup-en/home/why-manpowergroup/capabilities-and-expertise/> Accessed on November 29, 2013.

¹²⁴ <http://retirementjobs.com/about-us/certified-age-friendly-employer-program/> Accessed on November 29, 2013.

Outcomes

According to American Staffing Association data:¹²⁵

- 2.91 million people are employed by staffing companies every business day.
- 11.5 million temporary and contract employees are hired by U.S. staffing firms over the course of a year.
- 79 percent of employees placed by temp agencies work full time.
- 88 percent of staffing employees say that temporary or contract work made them more employable.
- 77 percent of staffing employees say it's a good way to obtain a permanent job.
- 65 percent of staffing employees say they developed new or improved work skills through their assignments.

¹²⁵ <http://www.americanstaffing.net/statistics/facts.cfm> Accessed on November 29, 2013.

This Page Intentionally Left Blank

Chapter VIII

Programs and Services Findings and Conclusions

This study examined 18 programs, services and other alternatives available to overcome barriers to the reemployment of older workers (described in greater detail in Chapter II):

- skill-set deficits;
- erosion of existing skills the longer one is unemployed;
- lack of current job search skills;
- emotional and financial barriers; and
- age discrimination by prospective employers.

The study looked at both public and private sector initiatives. As the study was focused on people who were 50+, PRI attempted to obtain participant age data from all of the initiatives. However, participant age information was often not collected by the programs or was unavailable. Thus, data for all program participants, especially those who completed the programs, was analyzed, regardless of age. Where age information was available, it was highlighted.

MANY PROGRAMS ARE AVAILABLE FOR THE UNEMPLOYED

There are a multitude of programs to assist with the reemployment of unemployed workers, including older workers.

The multitude of programs and services examined by PRI are shown in Table VIII-1. The 18 programs and other alternatives available fall into three categories: labor, education, and other resources.

| Table VIII-1. Programs or Other Alternatives Available to Assist in the Reemployment of Older Workers | | |
|---|---|--|
| Labor, Aging (public sector) | <ul style="list-style-type: none">• General Core One Stop Svcs• Intensive Svcs WIA One Stop• Apprenticeship Program• STEP UP Program | <ul style="list-style-type: none">• Online Learning• FIRST Program• SCSEP Program |
| Education (public sector) | <ul style="list-style-type: none">• Manufacturing Technology Centers• Plus 50 Initiative• Encore!Hartford | <ul style="list-style-type: none">• Advanced Leadership Training Program• CT Technical High School Adult Day Programs |
| Other Resources (private sector) | <ul style="list-style-type: none">• AARP• P2E• JETS | <ul style="list-style-type: none">• Neighbors Helping Neighbors• Career Coaches• Temporary Agencies |

PRI staff was asked to evaluate the role of the state's technical high schools and community colleges in assisting unemployed older workers. As shown in Table VIII-1, both *the*

state's technical high schools and state community colleges, as well as a state college, and University of Connecticut, provide resources to assist in the reemployment of adult workers.

The programs grouped into the labor category range from the Apprenticeship program, to the general and intensive services at the 17 CTWork Career Centers (One-Stops). Education and training occurs in a multitude of settings. Some of the Connecticut community colleges, for example, offer the Plus 50 Initiative and the Manufacturing Technology Center program. A variety of programs offering education and training are sponsored by nonprofit organizations such as JETS and AARP. Temporary agencies and career coaches are additional education and training resources available for unemployed older adults.

Although there are many resources, *a number of the programs reviewed had waiting lists, meaning demand exceeded capacity, regardless of age.* The many resources also span labor, education, and the private sector, and *there is no comprehensive, easily accessible way for unemployed residents to find out about these resources.* The United Way of Connecticut 2-1-1 has limited material for older adults on its website page “Where to turn in Connecticut when you become unemployed?” The resources for older adults are primarily limited to the Senior Community Service Employment Programs (SCSEP), CTWorks Career Centers, Seniors Job Bank, and Utilize Senior Energy.

The Connecticut Department of Labor provides information on the CTDOL website and in paper pamphlets and booklets, some of it targeted to unemployment insurance claimants, but none of the information is targeted for older unemployed workers. The information focuses on the resources at the CTWorks Career Centers. A pamphlet intended for distribution at Rapid Response Team presentations¹²⁶ lists websites for career planning and job search advice.

FEW PROGRAMS ARE SPECIFICALLY GEARED TO 50+ YEAR OLDS; HOWEVER, MORE GENERALLY TARGETED PROGRAMS CAN STILL BE BENEFICIAL

While there are many programs for the unemployed, *only a few of the unemployment programs are specifically designed for older adults.* In review of the programs and services specifically targeted to older adults, there was just one labor program (SCSEP) that required participants be unemployed and at least 55 years old (with income limits). Another program, the Plus 50 Initiative, invests in community colleges to create or expand campus programs that engage students aged 50 and older.

For the most part, this lack of programs specifically for the older unemployed is not a major barrier to reemployment because, *regardless of age, there are often similarities in the needs of the unemployed.* For example, one career coach interviewed pointed out that no matter the person's age, a reason workers are having difficulty becoming reemployed is not having a smart job search strategy (e.g., job seekers should not spend hours applying to online job openings). There are also different needs for some unemployed older workers, particularly as they relate to technological challenges, making sure they have basic computer skills necessary for any job in the 21st century.

¹²⁶ Rapid Response Teams, consisting of CTDOL and WIB/One-Stop partners, are available to employers contemplating or experiencing layoffs and plant closings. The teams describe benefits and services available to the affected workers.

As noted earlier, participant age information was often not collected by the programs. There were, however, programs where age information was provided, and showed a significant proportion of participants aged 50 and older. For example:

- Over 60 percent of participants in the JETS program were estimated to be at least 50 years old.
- Almost half (49 percent) of FIRST participants were 56+ years old, and an additional 29 percent were 46-55 years old.
- Of the 100 who participated in the P2E pilot program, 69 percent were 50+ years old.
- The majority of the 93 Encore!Hartford participants have been 50+ years old.

These figures demonstrate that older adults are aware of these programs and are taking advantage of these resources.

THERE ARE OPTIONS AVAILABLE DEPENDING ON THE NEEDS OF THE OLDER ADULT

Table VIII-2 shows potential options for those who must have an income while job-searching or completing job-related training. Shaded entries indicate private sector offerings.

| Table VIII-2. Potential to Earn Income while Participating in Programs or Other Alternatives | |
|---|--|
| Program or Other Alternative | Option to Earn Income |
| Apprenticeship Program | <ul style="list-style-type: none"> • “earn while you learn model” • Participants paid an increasing wage over period of apprenticeship |
| Manufacturing Technology Centers | Paid and unpaid internships are available for qualified students for 8 to 10 weeks in the second semester. Typically, scholarship students are paid interns, earning \$12 per hour for two days/16 hours each week. Dislocated workers generally take unpaid internships to avoid complications with their unemployment insurance compensation status. |
| Platform to Employment (P2E) | Placement in a paid work experience for up to 8 weeks (P2E pays salary of position) |
| Senior Community Service Employment Program (SCSEP) | On-the-job placements for 20 hours per week, with stipends paid at the minimum wage level |
| Subsidized Training and Employment Program (STEP UP) | Wage subsidies paid to small businesses or manufacturers to hire unemployed workers |
| CT Technical HS Adult Day Programs | Eligible Bristol TEC students can qualify for the Work Based Learning Program in which they earn wages from an employer in an industrial setting. Some students continue as a full time employee after completing their certificate program. |
| Temporary Agencies | Temporary employment agencies pay their employees an hourly rate. |

Even if there were additional programs targeting older workers, as was pointed out earlier, this is not a monolithic group where one type of program will address all needs of older workers. Some programs are intended for specific populations, and these options are shown in Table VIII-3. Shaded entries indicate private sector offerings.

| Table VIII-3. Target Populations for Some Programs | |
|--|--|
| Targeted Population(s) | Program |
| <ul style="list-style-type: none"> • have been terminated or laid off, or have received individual notice of termination or layoff, from employment generally due to plant closures or downsizing; or • received a general notice of the facility closure within 180 days; and • are unlikely to return to a previous industry or occupation; or • be a displaced homemaker¹²⁷ | Intensive Services for WIA Dislocated Workers (at One-Stops) |
| <p>For Small Business Wage Subsidy STEP UP program:</p> <ul style="list-style-type: none"> • be unemployed prior to hire; • have low adjusted family income (less than or equal to 250% of the federal poverty level); • reside in a municipality with a higher than average unemployment rate, or which has a population of 80,000 or more; and • the new position could not be a retail position that was temporary or seasonal. <p>For the Small Manufacturer STEP UP program, only required to be unemployed prior to hire</p> | STEP UP program |
| <ul style="list-style-type: none"> • Unemployed career professionals • Must be enrolled in either the Adult or Dislocated Worker Federal WIA program | FIRST (North Central WIB) |
| <ul style="list-style-type: none"> • Must be at least 55 years old • Must be unemployed and have an annual family income no greater than 125% of federal poverty income guidelines | SCSEP |
| <ul style="list-style-type: none"> • Unemployed persons who have already, or are at imminent risk of exhausting unemployment benefits • Competitive program admission application process | P2E |
| <ul style="list-style-type: none"> • No age requirements, but targeted to 40-75 year-olds mid-career and traditional retirement-aged professionals. • Must be unemployed or underemployed | Encore!Hartford (UConn) |
| <ul style="list-style-type: none"> • Community college students age 50 and older | Plus 50 Initiative |
| <ul style="list-style-type: none"> • Bachelor's degree or equivalent experience • Employment experience in insurance, banking, finance, information technology and/or manufacturing • Seeking management positions within their respective industries. • There are no age requirements, but participants in the NEG-funded Advanced Leadership Program need to be unemployed. | Advanced Leadership Training Program (CCSU) |

¹²⁷ A displaced homemaker is defined as having provided unpaid services to family members in the home, has been dependent on the income of another family member and is no longer supported by that income, and is unemployed or underemployed and is experiencing difficulty in obtaining or upgrading employment.

Further, the study found that, depending on the individual's barriers to reemployment, some available options to address the older adult's needs are better than others (Table VIII-4). As shown, *a barrier to reemployment may be addressed in multiple ways*. Education and training, for example, may be delivered via on-the-job training, online, at a technical high school, community college, state university, or workshop at CTWorks Career Centers. As noted earlier, some programs had waiting lists (e.g., P2E and SCSEP), meaning demand exceeded capacity.

| Table VIII-4. Barriers to Reemployment Addressed by Programs or Other Alternatives | | | | | | |
|---|--------------------|---|-----------------------------------|--------------------|--------------------|---|
| Program | Barrier | | | | | |
| | Skill-set deficits | Erosion of existing skills the longer one is unemployed | Lack of current job search skills | Emotional barriers | Financial barriers | Age discrimination by prospective employers |
| Apprenticeship Program | √ | √ | | | | √ |
| Manufacturing Technology Centers | √ | √ | | | | √ |
| Advanced Leadership Training Program | √ | √ | | | | |
| Encore!Hartford | √ | √ | √ | √ | | √ |
| P2E | √ | √ | √ | √ | √ | √ |
| Intensive Services WIA One-Stop | √ | √ | √ | √ | √ | √ |
| SCSEP | √ | √ | √ | √ | √ | √ |
| FIRST | | | √ | √ | | |
| STEP UP | √ | √ | | | | √ |
| JETS | | | √ | √ | √ | √ |
| General Core One-Stop Services | | | √ | | | √ |
| Neighbors Helping Neighbors | | | √ | √ | | √ |
| Plus 50 Initiative | √ | √ | √ | | | |
| Technical HS Adult Day Programs | √ | √ | | | | √ |
| Temporary Agencies | √ | √ | | | | √ |
| AARP | | | √ | | √ | √ |
| Career Coaches | | | √ | √ | | √ |
| Online Learning | √ | √ | | | | |

The comprehensiveness of programs and services is revealed not only in the barriers being addressed, but also in the program components (Table VIII-5). For example, the P2E

program offers participants assessments of job skills and interests, support, boot camp, paid work experience, and workshops related to job searches. *For unemployed older persons struggling emotionally and financially, preparatory assistance is required before the person can become reemployed.*

| Table VIII-5. Components of Programs or Other Alternatives Examined by PRI | | | | | | | |
|---|------------------------------------|-----------------|---------------------------|--------------------------------------|------------------------|--|--|
| Program | Component | | | | | | |
| | Assessment of Job Skills Interests | Online Training | Support Group or Job Club | Boot Camp and/or Accelerated Program | On-The-Job Trng (paid) | Classroom Training/ Workshops Job Search Related | Classroom Training/ Workshops Job Skills Related |
| Apprenticeship Program | | √ | | | √ | | √ |
| Manufacturing Technology Centers | √ | | | | √ | | √ |
| Advanced Leadership Training Program | | | | √ | | | √ |
| Encore!Hartford | √ | | √ | √ | (unpaid) | √ | √ |
| P2E | √ | | √ | √ | √ | √ | |
| Intensive Services WIA One-Stop | √ | √ | √ | | | √ | √ |
| SCSEP | √ | | √ | | √ | √ | √ |
| FIRST | √ | | √ | √ | | √ | |
| STEP UP | | | | | √ | | |
| JETS | √ | | √ | | | √ | |
| General Core One-Stop Services | √ | √ | √ | | | √ | |
| Neighbors Helping Neighbors | | | √ | | | √ | |
| Plus 50 Initiative | √ | | | | | | √ |
| Technical HS Adult Day Programs | √ | | | | √ | | √ |
| Temporary Agencies | √ | | | | √ | | |
| AARP | √ | √ | √ | | | √ | |
| Career Coaches | √ | | | | | √ | |
| Online Learning | √ | √ | | | | | |

Note the program components fall along a continuum of personal assistance provided to the unemployed older worker, ranging from self-service (e.g., online learning) to job placement (e.g., Manufacturing Technology Centers).

OUTCOMES ASSESSMENT ISSUES

Many programs and alternatives examined had challenges in monitoring program performance, particularly in tracking employment placement, wage information, and retention after participants exited the program. State agency programs often do not maintain or analyze information on participant age, making it challenging to identify outcomes specifically for older adults. Educational institutions, while doing an excellent job of measuring academic credit-based programming, have little information on non-credit vocational programming. Due to lack of resources, several non-government programs relied on participant self-reporting, and as a result, had estimates rather than exact statistics available.

SOME PROGRAMS HAVE HIGHER REEMPLOYMENT RATES THAN OTHERS

Some programs serve older workers with more barriers to reemployment (e.g., SCSEP). Also, some programs provide benefits that would not be captured in reemployment figures, such as earning a credential that could lead to reemployment. However, with these caveats in mind, Table VIII-6 summarizes the estimated costs and reemployment outcomes available for some of the reemployment programs under review.

| Table VIII-6. Reemployment Rates and Costs for Some Programs | | | |
|---|---|--|--|
| Program | Avg Percent of Completers Employed | Avg Annual # of Completers Employed | Estimated Program Cost Per Employed Completer |
| Apprenticeship Program | 94% | 625 | \$1,567 |
| STEP UP | 94%* | 821* | \$10,690 |
| Manufacturing Technology Centers | 90% | 137 | \$5,770 |
| P2E | 90% | 52 | \$9,231 |
| Encore!Hartford | 79% | 18 | \$3,836 |
| Advanced Leadership Training Program | 76% | 18 | \$7,916 |
| Intensive Services WIA One-Stop | 70% | 791 | \$2,543 |
| SCSEP | 59% | 60 | \$79,718 |
| FIRST | 55% | 61 | \$2,459 |
| JETS | 42% | 450 | \$87 |
| General Core One-Stop Services | 41% | 82,887 | \$95 |
| Neighbors Helping Neighbors | 30% | 118 | \$21 |
| Plus 50 Initiative | 10%** | 715** | Unknown |
| *Estimated based on employment information known for 711 of 874 STEP UP program completers. | | | |
| **Rates are significantly undercounted as represent outcomes of a small subset. | | | |

Analyzing the relationship between program components and reemployment rates, PRI found that *programs with an on-the-job component were associated with higher reemployment rates*. On average, programs with an OJT component had a higher average reemployment rate outcome of 74 percent compared with 50 percent for the programs without that component.

PRI FINDINGS AND RECOMMENDATIONS

Based on this review of programs and services to address barriers to reemployment for older workers, program review committee makes 16 recommendations in the areas of: negative stereotypes held by some employers; improved communication of available resources to assist in the reemployment of older workers; and programmatic recommendations in the areas of labor and education.

Negative Stereotypes are Held by Some Employers About Unemployed Older Workers and the Long-Term Unemployed

As the barriers to reemployment for older workers showed, some employers have negative stereotypes about unemployed older workers. This report described some of the advantages to hiring older workers, and the value of older employees should be made known to potential employers. Therefore, **the program review committee recommends:**

(1) The Connecticut Employment and Training Commission (CETC) shall coordinate a web-based state hiring campaign for older workers to be housed within the Department of Labor’s website. CETC is encouraged to utilize relevant national and state stakeholders to assist in this initiative and incorporate “success stories” from employers hiring and retaining older workers. CETC shall report on the progress of this initiative to the legislative committee with cognizance of workforce development by January 1, 2015.

In addition to some of the challenges unique to the older unemployed, there are also negative perceptions about the long-term unemployed, a category that many older unemployed fall into. Some employers, for example, specify in their job announcements that the “unemployed need not apply,” or that the employer would only accept applications from the currently employed or recently unemployed. To address this barrier to reemployment, **the program review committee recommends:**

(2) Potential employers shall be prohibited from publishing, in print or on the Internet, an advertisement for a job vacancy that: (1) lists current employment as a required qualification, (2) states unemployed candidates will not be considered, or (3) states only employed candidates will be considered.

Improvement is Needed in the Communication of Available Resources to Assist in the Reemployment of Older Workers

There are many programs and services to assist with the reemployment of unemployed workers, including older workers. These resources are scattered across many agencies, organizations, and settings, and there is no comprehensive, easily accessible way to find out

about this assistance. Since programs and services can only be useful if potential participants are aware of them, **the program review committee recommends:**

(3) The Connecticut Department of Labor shall develop a one-page quick reference sheet with a summary of available public and private resources for the older unemployed to find out what programs and services are available to help with their reemployment.

Additionally, many Connecticut residents turn to the United Way of Connecticut 2-1-1 for assistance, and a similar document to assist with the reemployment of older workers could be beneficial for callers to that organization. Therefore, **the program review committee recommends:**

(4) The United Way of Connecticut 2-1-1 shall use the Connecticut Department of Labor developed one-page quick reference sheet with a summary of available resources for the older unemployed caller or visitor to the website, to find out what programs and services are available to help with their reemployment.

During the course of study interviews with personnel from workforce investment boards and one-stop career centers, several misperceptions were voiced about the Apprenticeship Program (see Table III-14). These inaccuracies may be preventing older workers and others from considering potentially viable reemployment options. To assure that the unemployed, including those 50+ years old, are aware of apprenticeship opportunities, **the program review committee recommends:**

(5) The Apprenticeship Program shall develop an informational campaign targeted to Workforce Investment Board and One-Stop Career Center staff to reduce misperceptions about the Apprenticeship Program and encourage apprenticeship opportunities.

This informational campaign dovetails with a recommendation in the Connecticut Employment and Training Commission 2013 Annual Plan to develop a strategy to expand the apprenticeship model to certain occupations within targeted industries, such as manufacturing, allied health, and energy.

Some Changes Related to Labor-Related Programs Are Needed

The CTWorks Career Centers provide assistance to unemployed Connecticut residents, regardless of age. In addition to workshops on how to create a résumé, many One-Stop Career Centers offer résumé critiquing. In focus groups with unemployed individuals, some expressed confusion about seemingly contradictory feedback given on their résumés. While résumé writing is not an exact science, some have earned a certified résumé writer credential. As a way to encourage some uniformity and standards when providing such assistance to One-Stop Career Center clients, **the program review committee recommends:**

(6) The Connecticut Department of Labor and Workforce Investment Boards shall form a workgroup to consider requirement of a professional résumé writer credential for those providing résumé writing assistance at the CTWorks Career Centers.

Some CTWorks Career Centers make over 5,000 online learning courses available free of charge to unemployed Connecticut residents. With a relatively modest cost to WIBs, **the program review committee recommends:**

(7) The use of online learning at the CTWorks Career Centers shall be expanded and considered a resource available to any unemployed Connecticut resident, within available funding constraints.

The STEP UP program was established as part of the Jobs Bill.¹²⁸ STEP UP promotes economic growth by offering wage subsidies to small businesses, manufacturers, and veterans to fill newly created jobs with unemployed workers. Although not broken out by age of participants, in its first two years, the program has had overall favorable outcomes, and **the program review committee recommends:**

(8) The STEP UP program shall be reauthorized for FY 15 and FY 16.

The STEP UP Small Business Wage Subsidy Program currently requires participants to reside in municipalities with higher than average unemployment rates, or in cities with populations of at least 80,000. Removal of these restrictions will allow more unemployed Connecticut residents to benefit from this program. Therefore, **the program review committee recommends:**

(9) The requirement for STEP UP Small Business Wage Subsidy Program participants to reside in a municipality with a higher than average unemployment rate, or which has a population of 80,000 or more, shall be eliminated.

Wage subsidies for the STEP UP Small Manufacturer Training Grant Program were expended at a faster rate than they were for the STEP UP Small Business Wage Subsidy Program. To promote ease of utilization and maximize participation rates, **the program review committee recommends:**

(10) The STEP UP Small Business Wage Subsidy Program and the STEP UP Small Manufacturer Training Grant Program shall be merged into a single program. Requirements for the two programs shall remain in place, and funding combined for the two STEP UP programs.

¹²⁸ P.A. 11-1 AN ACT PROMOTING ECONOMIC GROWTH AND JOB CREATION IN THE STATE.

Some Changes to Education-Related Programs Are Needed

Within the Connecticut community college system, there are currently four Advanced Manufacturing Technology Centers to prepare students for careers in manufacturing. The success of the Advanced Manufacturing Center model leads **the program review committee to recommend:**

(11) The Board of Regents shall conduct a feasibility study to examine the potential for expanding the Advanced Manufacturing Center model to create centers of excellence for other high-demand career areas. The results of this study shall be reported to the legislative committee with cognizance of higher education no later than January 1, 2015.

The Plus 50 Initiative is another program within the Connecticut community college system that was found to be successful nationwide. It is currently offered at three of the Connecticut community colleges, and **the program review committee recommends:**

(12) The Plus 50 Initiative model shall be expanded to all Connecticut Community Colleges.

With the focus of the Connecticut higher education system primarily on for-credit offerings, attention needs to be given to non-credit vocational offerings. Data does not currently exist, for example, to measure performance of non-credit vocational programs, particularly in regards to the primary goal of attaining employment, which leads **the program review committee to recommend:**¹²⁹

(13) The Board of Regents of Higher Education shall establish a shared definition for what constitutes a non-credit vocational “program” and record this information in its information systems.

The Board of Regents shall require all institutions of the Connecticut State Colleges & Universities system to collect and report the following information on non-credit vocational programs: 1) course and program enrollment and completion; 2) participant information, including age and Social Security Numbers for subsequent tracking; 3) employment status, retention, and wages prior to and after participation.

¹²⁹ This recommendation is based on BOR proposed action in its 2013 RBA Report Card.

While there are financial assistance options available to higher education students enrolled in for-credit courses and programs, there are few, if any, financial assistance options for students enrolled in non-credit vocational programs. They are ineligible, for example, for federal Title IV financial aid. Decreasing enrollment trends are also being attributed to the increase in student costs. Therefore, **the program review committee recommends:**

(14) The Board of Regents of Higher Education shall explore financial options for students of non-credit vocational courses and programs. Examples might include low interest loans which would be paid back upon employment and a sliding scale dependent on income. The results of its findings shall be reported to the legislative committee with cognizance of higher education no later than January 1, 2015.

The Connecticut technical high school programs for adult learners were reviewed as part of this study. In general, PRI found a lack of data to measure performance of adult student vocational programs, particularly in regards to the primary goal of attaining employment. To address this absence of data, **the program review committee recommends:**¹³⁰

(15) The Connecticut Technical High School System shall collect and report the following information on adult students enrolled in vocational programs: 1) course and program enrollment and completion; 2) participant information, including age and Social Security Numbers for subsequent tracking; 3) employment status, retention, and wages prior to and after participation for completers as well as non-completers.

Finally, given the serious toll being unemployed at an older age can have on a person's health and financial condition as well as the impact to Connecticut's overall workforce, and the lack of publicly-sponsored reemployment programs targeted to older workers, **the program review committee recommends:**

(16) CETC shall include the reemployment of older workers as part of its strategic planning process.

¹³⁰ This recommendation is based on CTTTHS proposed action in its 2013 RBA Report Card.

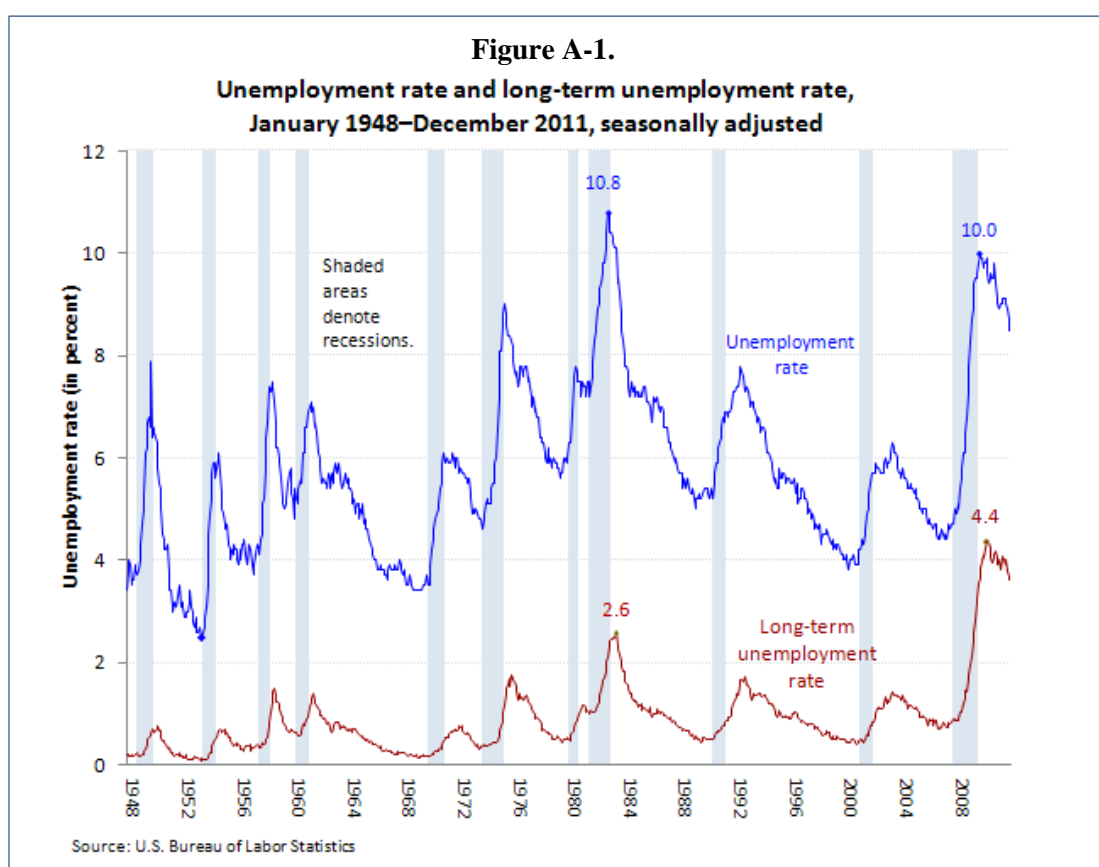
Appendices

This Page Intentionally Left Blank

Defining the Problem

This appendix provides an overview of the impact of the Great Recession, both nationally and within Connecticut, particularly in regards to older workers age 50 and older. This target population is then described in terms of demographic characteristics as well as workforce characteristics.

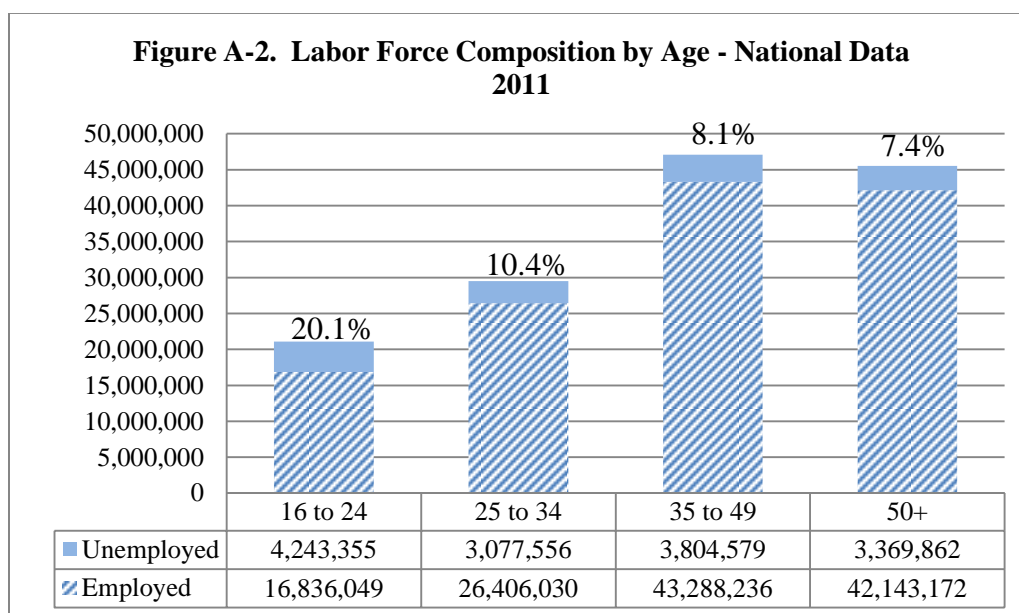
The Great Recession began in December 2007 and officially ended in June 2009.¹³¹ The most recognized indicator of a recession is higher unemployment rates (Figure A-1). In December 2007, the national unemployment rate was 5.0 percent and by June 2009 it was 9.5 percent. In the months of recovery following the recession, the national unemployment rate peaked at 10.0 percent (October 2009). Compared with previous economic downturns, the higher proportion, and duration of, unemployment in the Great Recession and its recovery period has been significant.



¹³¹ The end of a recession and the beginning of its recovery is the time when gross domestic product (GDP) reaches its lowest level.

Figure A-2 demonstrates the composition of the national labor force, broken out by age group.¹³² The labor force is made up of the employed (depicted in blue), reflecting anyone with a job, whether it is full-time, part-time, or temporary work and the unemployed (depicted in red).¹³³ Workers age 50 and older make up 32 percent of the national labor force. With the lowest unemployment rate of all age groups, the chart shows that 50+ workers are the most likely workers to have a job.

As of October 2013, the Connecticut labor force was estimated at 1,853,800, of which a total of 147,100 were unemployed for an overall unemployment rate of 7.9 percent, compared to the national rate of 7.3 percent.¹³⁴ For 2013 Connecticut's 50+ labor force is estimated at 662,849 (35.8 percent of the state workforce), of which 42,198 were unemployed (28.7 percent of the state unemployed). Initial claims of regular unemployment by the 50+ population peaked in the first quarter of 2009, with Connecticut 50+ unemployed workers filing 27,076 claims (38 percent of total claims for all age groups). From the last quarter of 2007 to the third quarter of 2013, the state's 50+ unemployed workers made up an average of 36.2 percent of total initial claims across all age groups.



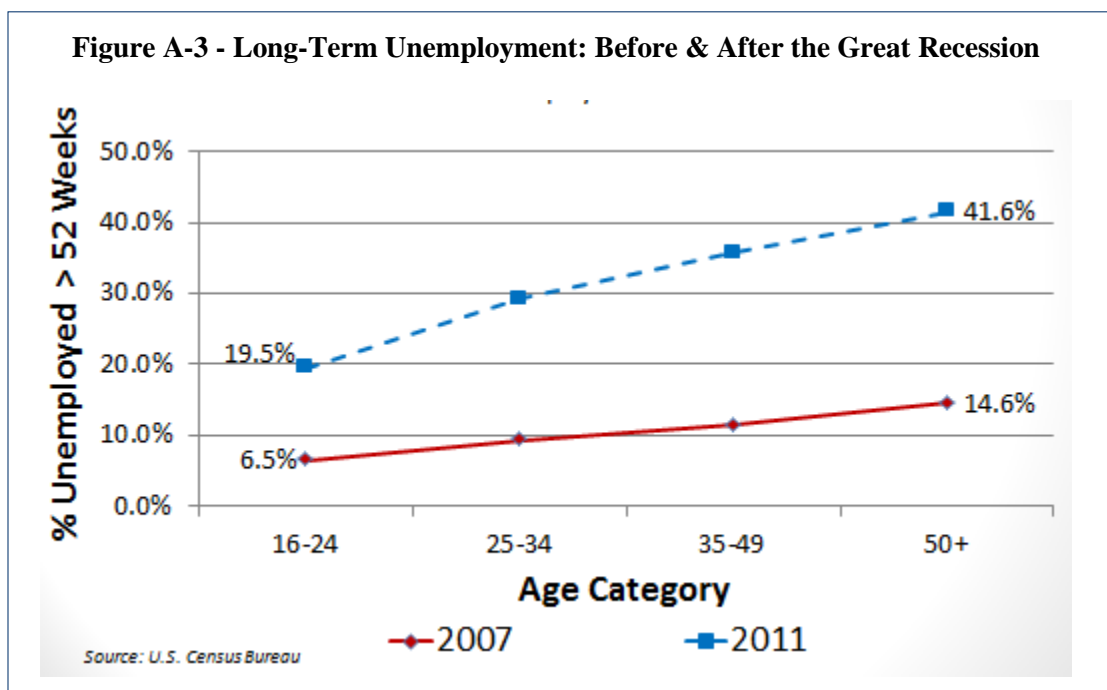
Source: American Community Survey, 2009-2011 Public Use Micro Sample

¹³² The Bureau of Labor Statistics conducts a monthly survey, the Current Population Survey (CPS), of 60,000 U.S. households to estimate the unemployment rate. People are classified as unemployed if they do not have a job, have actively looked for work in the prior four weeks, and are currently available for work. The unemployment rate is the number of unemployed persons as a percent of the labor force. (The labor force is the total number of employed and unemployed persons.) Applying the same criteria, the long-term unemployment rate is the number of persons unemployed for 27 weeks or longer as a percent of the labor force.

¹³³ It should be noted there are alternative measures of labor under-utilization that can be used to define unemployment more narrowly or more broadly. For instance, discouraged workers, who have given up looking for work because they believe no jobs are available for them, are not captured in the official unemployment rate.

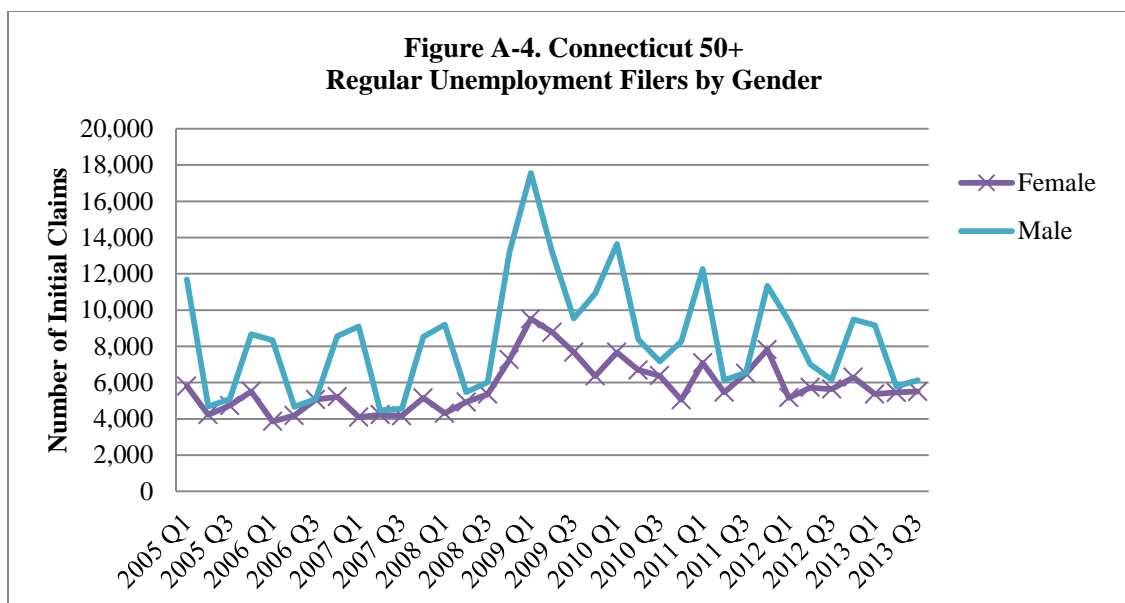
¹³⁴ Seasonally adjusted. CT Department of Labor – Labor Force Data for the State of Connecticut & United States (LAUS)

Yet long-term unemployment is occurring among people of all ages, and as of 2011, at a rate nearly triple of that of 2007 before the Great Recession (Figure A-3). The data also demonstrates that once older workers lose their jobs, they are the most likely age group to remain out of work for a year or longer.



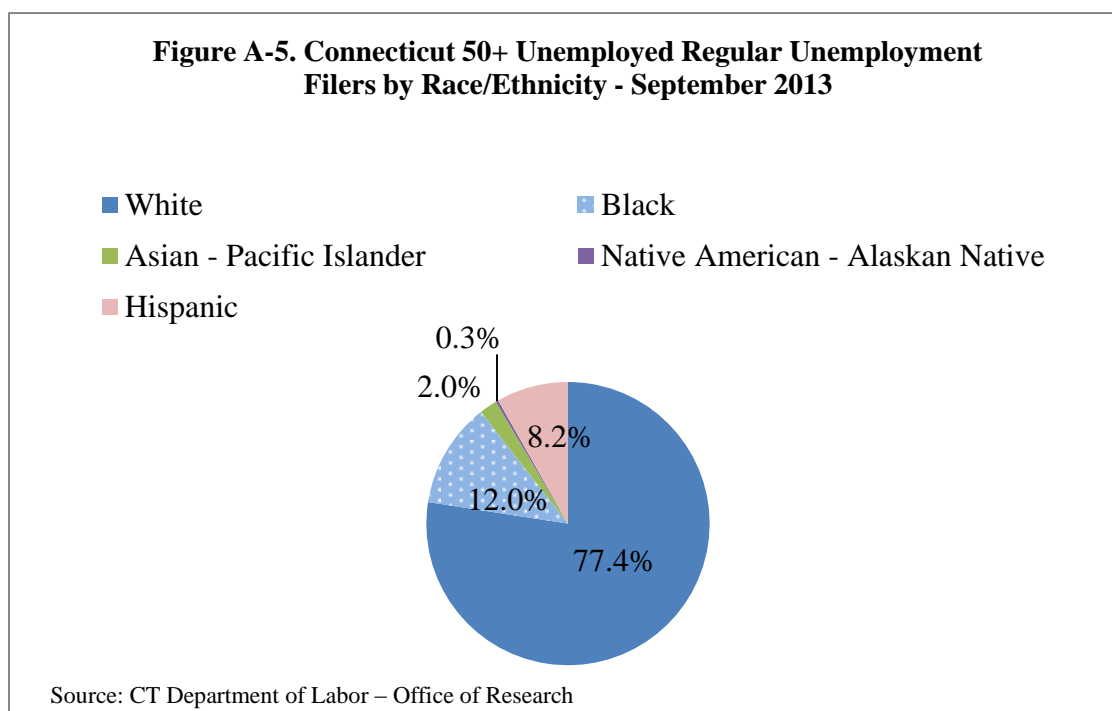
OLDER WORKER DEMOGRAPHIC CHARACTERISTICS

Gender. For many years, unemployment rates for men were generally lower for women both during and between recessions. However, since the early 1980s, men's unemployment rates have been higher than women's during or immediately after recessions, and the rates for men and women have been quite similar in other periods. Higher unemployment among men was especially notable during and immediately after the recent recession. Figure A-4 depicts Connecticut's unemployment compensation claimants, age 50 and over, by the quarter in which they initially filed for benefits. Initial claims of regular unemployment by the 50+ population peaked in the first quarter of 2009, with 50+ men filing 17,559 claims and 50+ women filing 9,517 claims – a difference between genders of 54 percent. As of the third quarter in 2013, these rates have become quite similar.



Source: CT Department of Labor – Office of Research

Race/Ethnicity. Unemployment rates of Blacks or African Americans and Hispanics or Latinos historically have been higher than the rate for Whites. However, within the racial and ethnic composition of Connecticut’s 50+ unemployed workers, there is underrepresentation of Black/African Americans (12% versus 21.7% of total CT unemployed) and Hispanics (8.2% versus 18% of total CT unemployed) resulting in Whites (77.4%) being overrepresented in comparison to the overall unemployed population (Figure A-5).¹³⁵

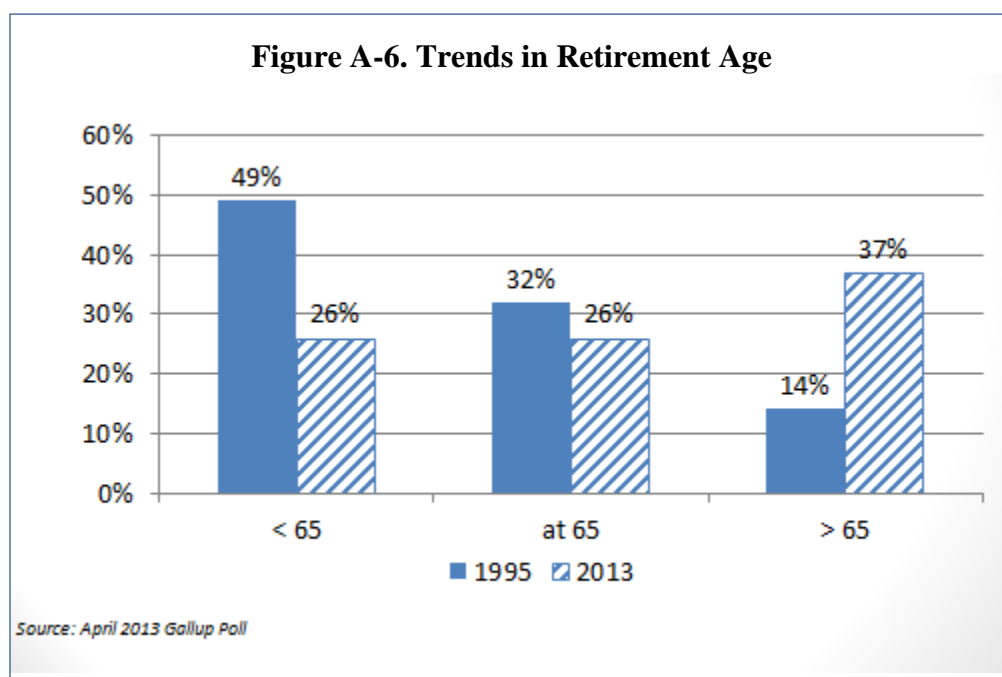


Source: CT Department of Labor – Office of Research

¹³⁵ This is based on filing of initial unemployment claims in the third quarter of 2013.

OLDER WORKER LABOR CHARACTERISTICS

Retirement Age. In addition to higher and long-term unemployment among older workers, there is a growing national trend of people working longer before retiring. In the early 1990s, the average age at retirement was 57. The average is now 61 years of age. Figure A-6 compares results between 1995 and the most recent annual Gallup survey. In 1995 when workers were asked when they planned on retiring, 49 percent said they would retire before age 65. In 2013, just 26 percent are planning to retire before age 65. Following the Great Recession, many workers now expect to retire later than originally anticipated, two-thirds (67 percent) of whom indicate they need to rebuild retirement savings.

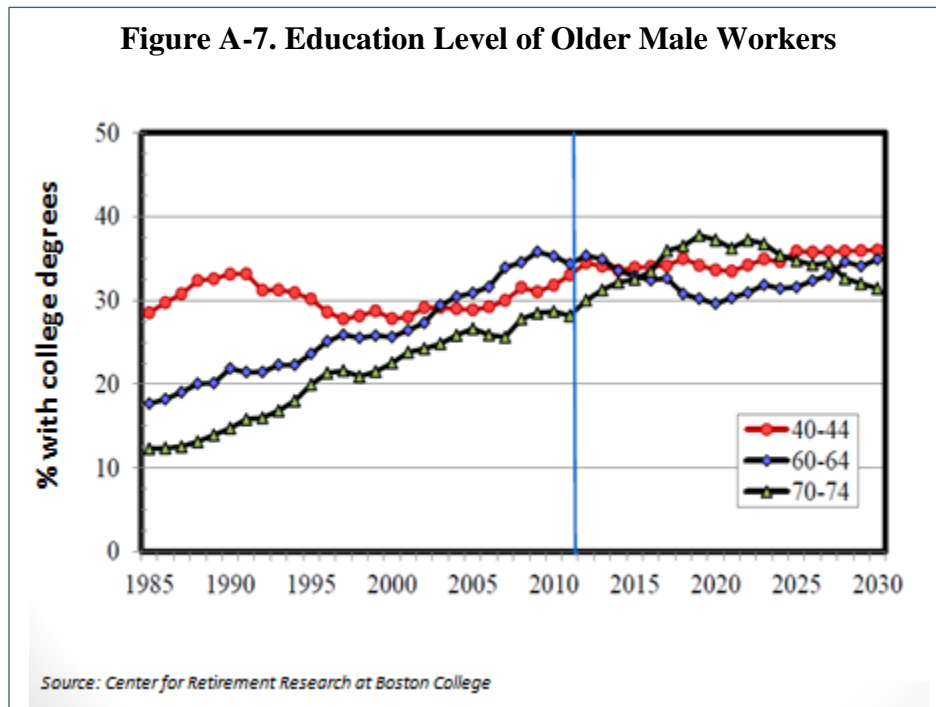


Connecticut is among the nation's leading states in the percentage of senior citizens (65 years and older) still in the workforce, and showed increases in the senior workforce compared with 2000, reflecting a national trend. Using U.S. Census data, Bloomberg.com ranked states based on the percentage of seniors employed. Figures are calculated by dividing the number of employed 65+ by the total population of 65+. In Connecticut, 9.2 percent of women age 65-69 are working, 3.3 percent of women age 70-74, and 2.2 percent of women 75 years old or older.¹³⁶ The overall percentage of women seniors in the workforce in Connecticut increased from 9.9 percent in 2000 to 14.7 percent in 2011. Data for male senior citizens indicate that in Connecticut, the overall percentage in the workforce is 23.8 percent, with 13.3 percent of those age 65-69, 5.6 percent of those 70-74 and 4.4 percent of male seniors age 75 or older still working.¹³⁷

¹³⁶ <http://www.bloomberg.com/visual-data/best-and-worst/most-female-seniors-at-work-states> Accessed on November 1, 2013.

¹³⁷ <http://www.bloomberg.com/visual-data/best-and-worst/most-male-seniors-at-work-states> Accessed on November 1, 2013.

Education. As the country's economy has evolved into a more knowledge based one, a greater percentage of the population have college degrees (especially true in Connecticut). Thus, another reason people may be retiring at a later age is due to the higher education level of the current population over previous generations of older workers, as workers with better educational credentials tend to work longer. The circled-line in Figure A-7 shows the percent of 40-44 year olds with college degrees. In the 1980s and early 1990s, 40-44 year olds were better educated than older workers—however, that educational difference has narrowed.



Research consistently shows that with increased education, median earnings rise and average rates of unemployment fall (Figure A-8). A similar pattern is found for Connecticut residents 50+ years old (Figure A-9).

Figure A-8. Earnings and Unemployment Rates by Educational Attainment

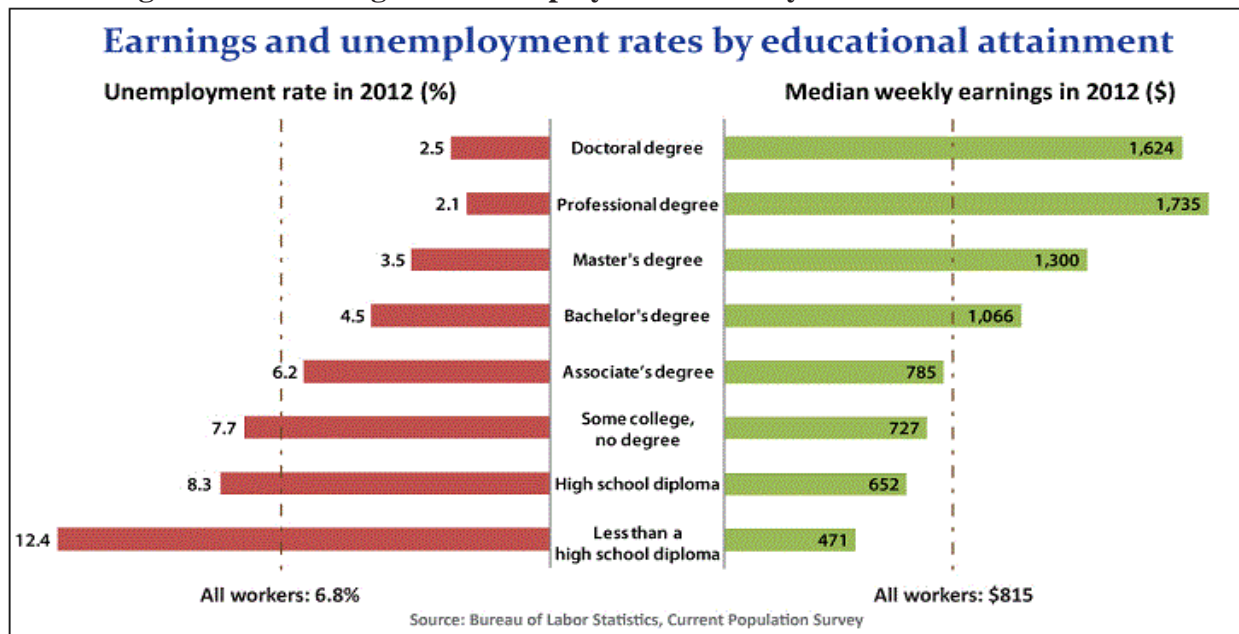
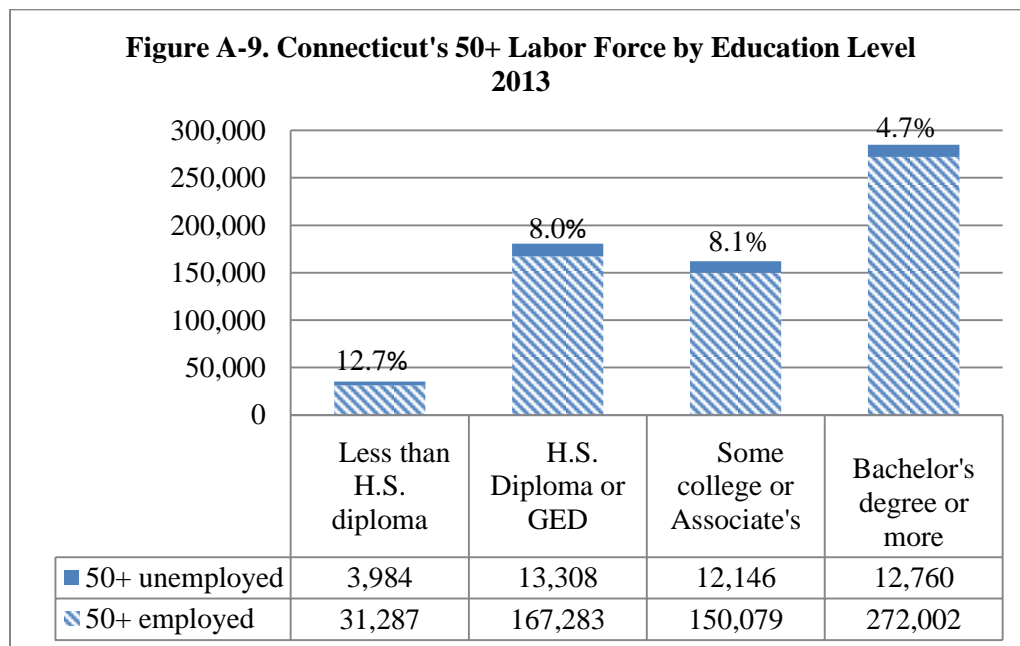
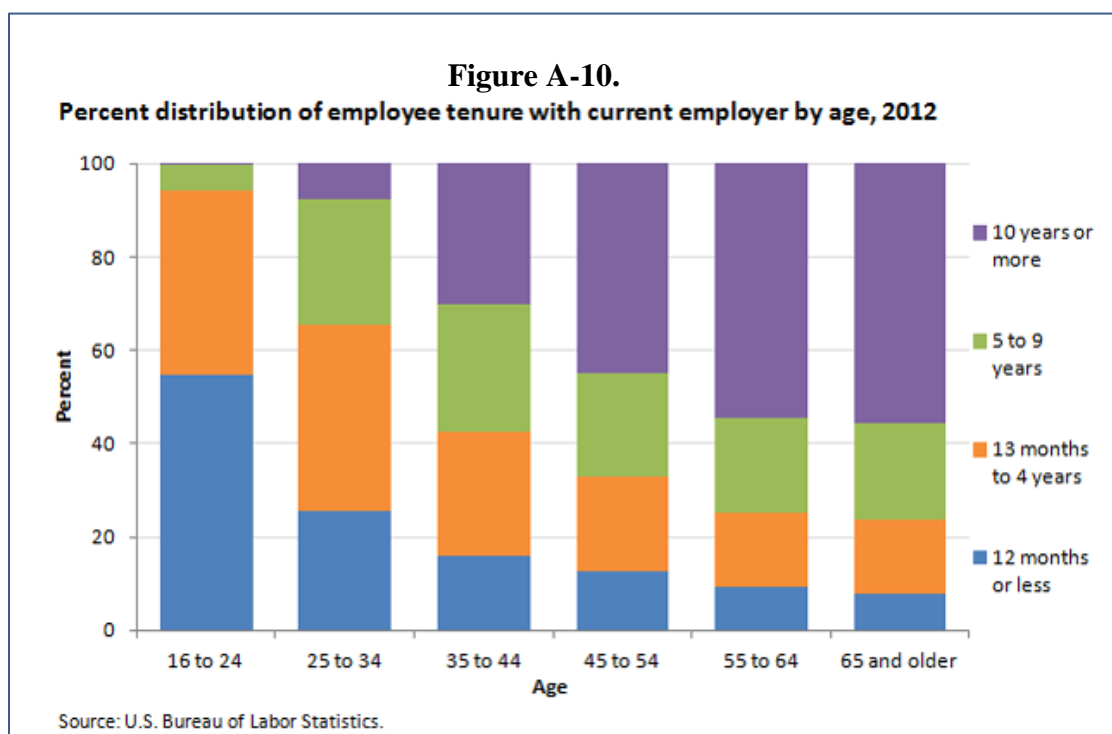


Figure A-9. Connecticut's 50+ Labor Force by Education Level 2013



Source: Current Population Survey – August 2012 – September 2013

Tenure or Work Experience. Nationwide, over half of employed workers age 55 to 64 and those age 65 and over had 10 years or more of tenure with their current employer in 2012, compared with less than 1 in 10 workers age 25 to 34 (Figure A-10).¹³⁸ The median national tenure figures also reflect this pattern; the medians for employed workers age 55 to 64 (10.3 years) and 65 and over (10.3 years) in 2012 were more than 3 times the median tenure for workers age 25 to 34 years (3.2 years).¹³⁹

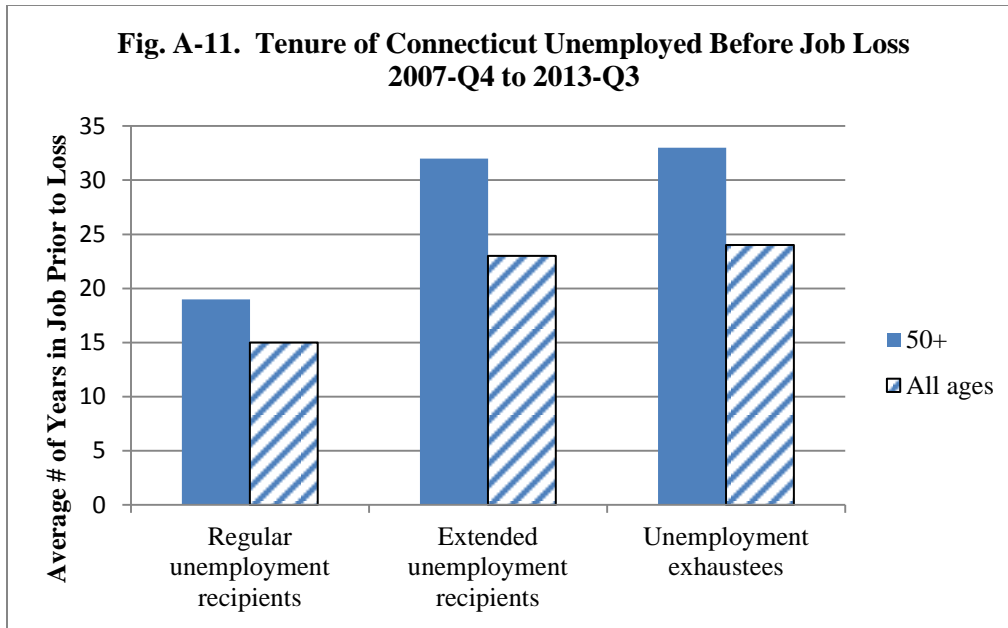


Not surprisingly, Connecticut older unemployed workers had longer tenure before their job loss. From the fourth quarter of 2007 to the third quarter of 2013 average tenure for regular unemployment recipients was 19 years for 50+ workers and 15 years for all ages.¹⁴⁰ Interestingly, longer job tenure appears to be indicative of longer durations of unemployment, as the average tenure for extended unemployment recipients was 32 years for 50+ workers and 23 years for all ages (Figure A-11).

¹³⁸ U.S. Bureau of Labor Statistics, Spotlight on Statistics, “Tenure of American Workers”, September 2013. Steven F. Hipple and Emy Sok

¹³⁹ U.S. Bureau of Labor Statistics, Spotlight on Statistics, “Tenure of American Workers”, September 2013. Steven F. Hipple and Emy Sok

¹⁴⁰ CT Department of Labor – Office of Research



Source: CT DOL Office of Research

Soft Skills. Besides demographic characteristics, another way to describe the study population is by looking at what are considered some of the soft skills advantages of the 50 and older workers. Soft skills refer to areas such as punctuality, interpersonal skills, teamwork, leadership ability, and work ethic.¹⁴¹ Overall, Table A-1 shows qualities of older workers most highly rated in an AARP survey of human resources executives.¹⁴² As shown, many of the top qualities of older employees are considered desirable in any employee, regardless of age.

¹⁴¹ Connecticut Business and Industry Association (CBIA) 2013 Hartford-Springfield Business Survey.

¹⁴² AARP, 2000. "American Business and Older Employees." Washington, DC: AARP.

| Table A-1. Top Seven Qualities That Companies Desire in Any Employee, Compared with the Top Seven Qualities Perceived in Older Employees | | | |
|---|--|---|--|
| Employee Qualities Most Desired Overall (According to HR Managers) | | Top Qualities of Older Employees (According to HR Managers) | |
| Rank | Quality | Rank | Quality |
| 1 | Commitment to doing quality work | 1 | Loyalty and dedication to the company |
| 2 | Get along with coworkers | 2 | Commitment to doing quality work |
| 3 | Solid performance record | 3 | Someone you can count on in a crisis |
| 4 | Basic skills in reading, writing, arithmetic | 4 | Solid performance record |
| 5 | Someone you can count on in a crisis | 5 | Basic skills in reading, writing, arithmetic |
| 6 | Willing to be flexible about doing different tasks | 6 | Solid experience in job and/or industry |
| 7 | Loyalty and dedication to the company | 7 | Get along with coworker |
| Source: AARP, 2000. "American Business and Older Employees." Washington, DC: AARP. | | | |

Writing skills. In a joint study between AARP and the Society for Human Resource Management, 51 percent of the 430 human resources professionals surveyed thought workers aged 50 and older were more likely to have better writing skills than workers 31 and younger.¹⁴³ In particular, survey respondents referred to English language writing capabilities, grammar and spelling skills.¹⁴⁴

Professionalism and work ethic. Over half (52 percent) of those surveyed also thought older workers showed stronger professionalism and work ethic.¹⁴⁵ In a study of attitudes toward older workers, the Society for Human Resource Management found 60 percent of personnel managers surveyed said that older workers were more reliable than younger workers.¹⁴⁶ In the same survey, 59 percent of personnel managers rated older workers as having a stronger work ethic than younger workers. In another survey of employers, three-quarters of respondents (74

¹⁴³ SHRM (Society for Human Resource Management), Concerns Grow over Workforce Retirements and Skills Gaps, 4/9/12, by Theresa Minton-Eversole.

¹⁴⁴ The 'Sliver Tsunami': Why Older Workers Offer Better Value Than Younger Ones, December 6, 2010, website Knowledge@Wharton (UPenn).

¹⁴⁵ SHRM (Society for Human Resource Management), Concerns Grow over Workforce Retirements and Skills Gaps, 4/9/12, by Theresa Minton-Eversole.

¹⁴⁶ The 'Sliver Tsunami': Why Older Workers Offer Better Value Than Younger Ones, December 6, 2010, website Knowledge@Wharton (UPenn).

percent) said that mature workers have a “very significant advantage” in being reliable and dedicated.¹⁴⁷

Valuable knowledge. Many of the employers surveyed (88 percent) also said that mature workers have a “very significant advantage” in having valuable knowledge.¹⁴⁸ A survey of private-sector employers by the Center of Retirement Research at Boston College found support for older workers having valuable knowledge, with more than four of five managers surveyed reporting older workers have an advantage in knowledge of procedures and other aspects of the job.¹⁴⁹

Dedication and loyalty. Worker dedication and loyalty in this age group was supported by the findings from another joint survey conducted by AARP and the Society for Human Resource Management, where 77 percent of the 1,004 workers aged 50 and older said they planned to remain in their current jobs until they stopped working completely.¹⁵⁰ Dedication and loyalty were also mentioned among the benefits of hiring older workers in a recent article by the online magazine, *corpmagazine*.¹⁵¹

Customer service skills. The survey of private-sector employers by the Center of Retirement Research at Boston College found more than four of five managers surveyed indicated older workers had an advantage over younger workers in their abilities to interact with customers.¹⁵² A recent article attributed these enhanced customer service skills to sharing a demographic with certain customers and helping to create credibility and empathy with this segment of the market.¹⁵³ The advantage was also attributed to lifetime experience helping the employee better at interacting with customers.

¹⁴⁷ “The Real Talent Debate: Will Aging Boomers Deplete the Workforce?” April 2007, A WorldatWork Research Report.

¹⁴⁸ “The Real Talent Debate: Will Aging Boomers Deplete the Workforce?” April 2007, A WorldatWork Research Report.

¹⁴⁹ Employer Attitudes Towards Older Workers: Survey Results, by Alicia H. Munnell, Steven A. Sass, and Mauricio Soto, An Issue Brief Center for Retirement Research (CRR) at Boston College, Series 3, June 2006.

¹⁵⁰ “What are Older Workers Seeking?: An AARP/SHRM Survey of 50+ Workers,” by S. Kathi Brown, June 2012.

¹⁵¹ Six Benefits of Hiring Older Workers, by Debi Ritter, April 19, 2012, www.corpmagazine.com.

¹⁵² Employer Attitudes Towards Older Workers: Survey Results, by Alicia H. Munnell, Steven A. Sass, and Mauricio Soto, An Issue Brief Center for Retirement Research (CRR) at Boston College, Series 3, June 2006.

¹⁵³ “Are Older Workers Better Workers?” by Matt Sedensky, Associated Press, September 13, 2013.

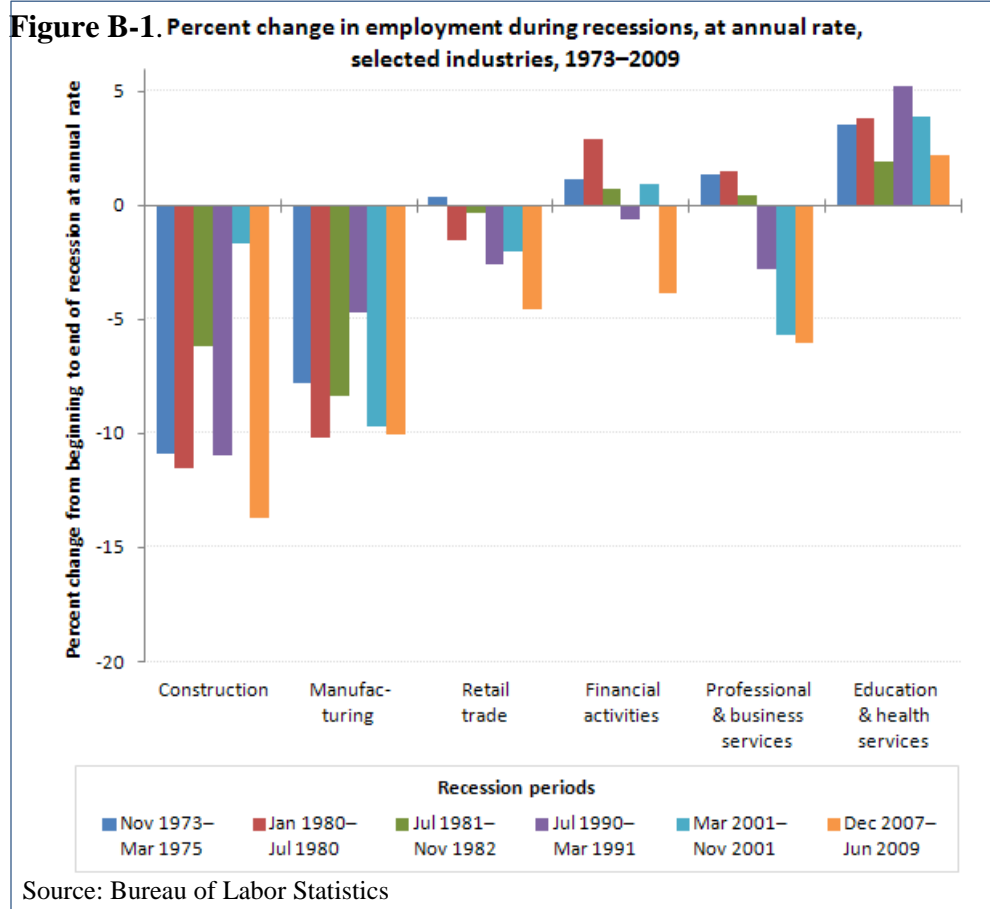
This Page Intentionally Left Blank

Job Loss in the Great Recession and Opportunities in the Recovery

This appendix describes the areas most impacted by job loss in the Great Recession, discusses the challenges of aligning the target population with suitable job opportunities in the recovery, and identifies various jobs that may be suitable for older workers. In addition to general requirements, in-demand jobs identified below take into account supply offsets, wage sufficiency, and physical demands appropriate for the 50+ population. It should be noted that several of these criteria could be utilized for other age groups as well.

Figure B-1 provides a historical overview of the impact of the six most recent U.S. recessions on several key industries. In general, goods-producing industries experience the largest declines in employment during recessions. The Great Recession was typical in this regard, with construction and manufacturing both experiencing their largest percentage declines in employment of the post-WWII era. Thus, it is not surprising to see the same industries that incurred the largest job losses also displaced¹⁵⁴ the most older workers nationwide (Table B-1). However, few industries attracted as much attention during the recent recession as financial activities, which experienced a nearly four percent reduction in employment. Before 2007, only one recession since 1939 saw job losses in this sector. Only one segment of the economy saw increases in employment -- education and health services -- during the recent recession. In fact, employment has increased in these sectors for more than 30 years, regardless of the business cycle.

¹⁵⁴ The Bureau of Labor Statistics defines a displaced worker as "persons 20 years of age and older who lost or left jobs because their plant or company closed or moved, there was insufficient work for them to do, or their position or shift was abolished."



| Rank | Industry | Rank | Industry |
|------|-----------------------|------|-------------------------|
| 1 | Manufacturing | 6 | Medical |
| 2 | Construction | 7 | Entertainment & Leisure |
| 3 | Professional Services | 8 | Education |
| 4 | Retail | 9 | Transportation |
| 5 | Finance | 10 | Personal Services |

Source: American Community Survey, 2009-2011 Public Use Micro Sample

**Of those reporting the industry in which they previously worked*

In Connecticut, displacements of 50+ workers followed a similar pattern, with the most affected industries being: manufacturing, construction, administrative support, retail, and health care and social assistance.¹⁵⁵

The following ten categories represent nearly 80 percent of the older unemployed nationwide, with Office/Admin, Construction, Sales, Management, and Production in the top five. Occupational-level data for Connecticut's 50+ unemployed workers was not obtainable.

| Table B-2. Top Ten Occupational Categories of 50+ Displaced Workers Nationally 2009-2011* | | | |
|--|-----------------------|-------------|-------------------|
| Rank | Occupation | Rank | Occupation |
| 1 | Office/Administration | 6 | Transportation |
| 2 | Construction | 7 | Cleaning |
| 3 | Sales | 8 | Repair |
| 4 | Managerial | 9 | Culinary |
| 5 | Production | 10 | Education |
| Source: American Community Survey, 2009-2011 Public Use Micro Sample | | | |
| <i>*Of those reporting the industry in which they previously worked</i> | | | |

ISSUES WITH ALIGNMENT

Matching persons who are unemployed and the skills they possess with industry and occupational fields with openings is an ongoing challenge, particularly for older workers. While the projected number of job openings is an important factor in determining demand, it is ultimately a best guess, and has not been very accurate in the past. Assuming projections are somewhat close, employers within the same industry may respond to filling the demand with a range of hiring decisions – some choosing highly skilled workers, others choosing lower skilled workers.

Even assuming relative accuracy between projected workforce demands and actual job openings, supply cannot be created overnight. The average turnaround time for new graduates (two years for an Associate's degree, four years for a Bachelor's) can result in supply being out of sync with current demands, particularly in fields involving rapidly changing technologies.

The information technology (IT) industry offers a good example. After the 1991 recession and subsequent sharp decline in IT jobs, engineering students switched to other academic majors. Thus, a smaller class of IT majors graduated just as the dot-com boom began, driving intense demand for their skills. As a result, current college students mass-enrolled in IT

¹⁵⁵ Connecticut Department of Labor, Office of Research

programs and graduated around 2001 as the IT market began its collapse.¹⁵⁶ Thus, older workers must consider the possibility that investment in education or training may not result in reemployment. With this risk in mind, the following job opportunities at the national as well as state level are provided because they are currently in-demand and/or may be suitable for the older worker population.

JOB OPPORTUNITIES IN THE RECOVERY

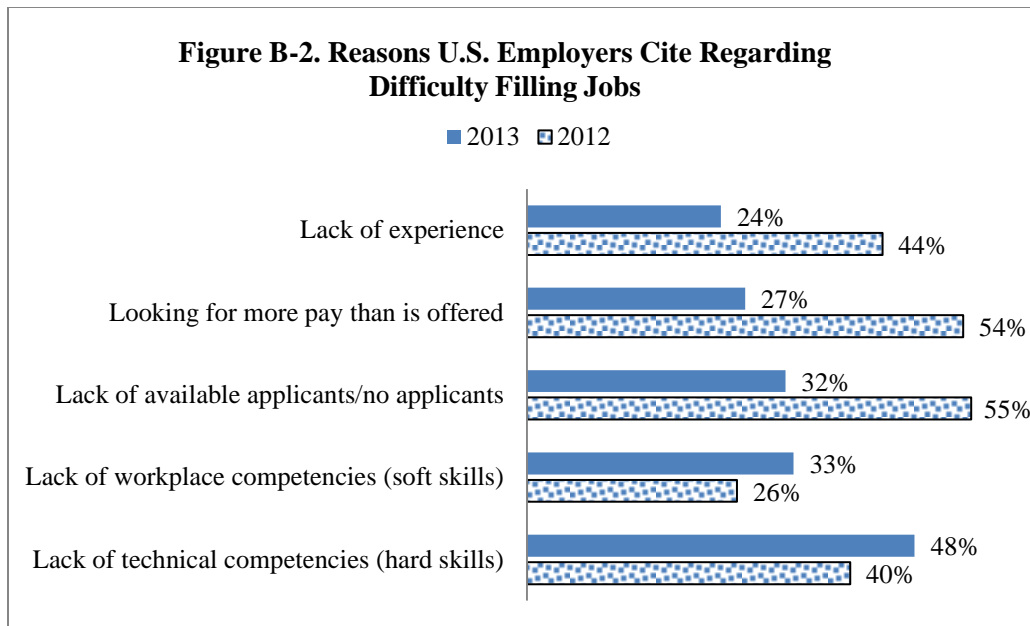
Since 2006, Manpower Group has surveyed more than 1,000 U.S. employers during the first quarter as part of its annual Talent Shortage Survey. According to its 2013 survey, 39 percent of U.S. employers are having difficulty finding staff with the right skills, down from 49 percent in 2012. In the U.S. employers report that skilled trades positions are the most difficult to fill, the fourth consecutive year this job has topped the list. The top 10 hardest jobs to fill are:

1. Skilled Trades
2. Sales Representatives
3. Drivers
4. IT Staff
5. Accounting & Finance Staff
6. Engineers
7. Technicians
8. Management/Executives
9. Mechanics
10. Teachers

Respondents cited candidates' lack of technical competencies/hard skills (48 percent); lack of workplace competencies/soft skills (33 percent); lack of applicants/no available candidates (32 percent); and candidates looking for more pay than is offered (27 percent) as the top reasons why they are having difficulty filling open positions (Figure B-2).¹⁵⁷

¹⁵⁶ Cappelli, P. (2012). *Why Good People Can't Get Jobs: The Skills Gap and What Companies Can Do About It*. Philadelphia: Wharton Digital Press.

¹⁵⁷ Source: Manpower Group



Source: Manpower Group

A 2010 study conducted by Northeastern University examined the **social sector industry** (defined in the report as covering health care, social assistance, educational services, nonprofit community, religious organizations, the performing arts, museums, libraries, and government) and identified the following current jobs that are anticipated to provide the most new job opportunities in the coming decade for older workers (Table B-3). However, there are some flaws with how these job opportunities were selected. First, they do not take into account supply. For instance, the demand for particular occupations can be more than offset by an overwhelming supply of graduates looking for work in those occupations. Also, although the researchers did exclude occupations that scored in the top 30th percentile on a scale of physical demands, 17 occupations originally excluded were added back to the list. As a result, five of the 15 identified positions below may be quite physically taxing and not an appropriate match for certain older workers. Finally, some positions are low-paying jobs that would not enable an older worker to meet basic living expenses.

| Table B-3. Social Sector Jobs Expected to Provide the Most New Job Opportunities for U.S. Older Workers 2008-2018¹⁵⁸ | |
|---|----------------------------------|
| Industry | Number (in Thousands) |
| Primary, secondary and special education teachers | 647.3 |
| Registered nurses | 581.5 |
| Home health aides | 460.9 |
| Personal and home care aides | 375.8 |
| Nursing aides, orderlies and attendants | 276.0 |
| Medical assistants | 163.9 |
| Licensed practical and licensed vocational nurses | 155.6 |
| Business operations specialists | 147.2 |
| General and operations managers | 143.2 |
| Child care workers | 142.1 |
| Teacher assistants | 134.9 |
| Receptionists and information clerks | 132.7 |
| Medical and health service managers | 100.8 |
| Clergy | 85.1 |
| Social and human service assistants | 79.4 |
| Source: After the Recovery: Help Needed: The Coming Labor Shortage and How People in Encore Careers Can Help Solve It, Barry Bluestone & Mark Melnik. | |

JOB OPPORTUNITIES FOR 50+ WORKERS IN CONNECTICUT

For purposes of identifying jobs specific to Connecticut's labor market, PRI incorporated certain appropriateness factors -- market demand versus supply; wage sufficiency, and physical requirements -- to provide a more comprehensive screening of potential job opportunities for the 50+ population in Connecticut. PRI staff arrayed the appropriateness factors in Table B-4. Again, it should be noted that several of these criteria could be utilized for other age groups as well.

Market Demand vs. Supply. Potential in-demand jobs are shown in the first column of Table B-4. Projected workforce demands must also be balanced with available supply. The

¹⁵⁸ After the Recovery: Help Needed: The Coming Labor Shortage and How People in Encore Careers Can Help Solve It, Barry Bluestone & Mark Melnik.

Training and Education Planning System (TEPS), a tool comparing annual job openings and numbers of graduates, includes data from many CT sources, including the Department of Labor, Office of Higher Education, and State Department of Education, to compare the numbers of in-state graduates and annual job openings.

Wage Sufficiency. C.G.S. Sec. 4-66e requires OPM to develop an interagency self-sufficiency standard, defined as a calculation of the income an employed adult may need to meet basic needs such as housing, food, transportation and medical costs. The measure has to account for geographical variations and household size. As a result, there is no single statewide measure. The 2013 standard for a single adult ranges from an annual income of \$21,000 to \$32,000, and for a household of two adults and two school-aged children, the standard ranges from an annual household income of \$53,000 to \$76,000. Average annual salary information is provided in the second column.

Physical Requirements. The Occupational Information Network (O*NET) is being developed under the sponsorship of the U.S. Department of Labor. For the purpose of this study the occupational requirements domain was utilized, which rates jobs on a 100-point scale according to the general physical activity level required (see column 6). Staff chose to exclude occupations rating a score of 50 or greater -- such as firefighters (89), auto mechanics (69), and correctional officers (67) -- as being too physically demanding.

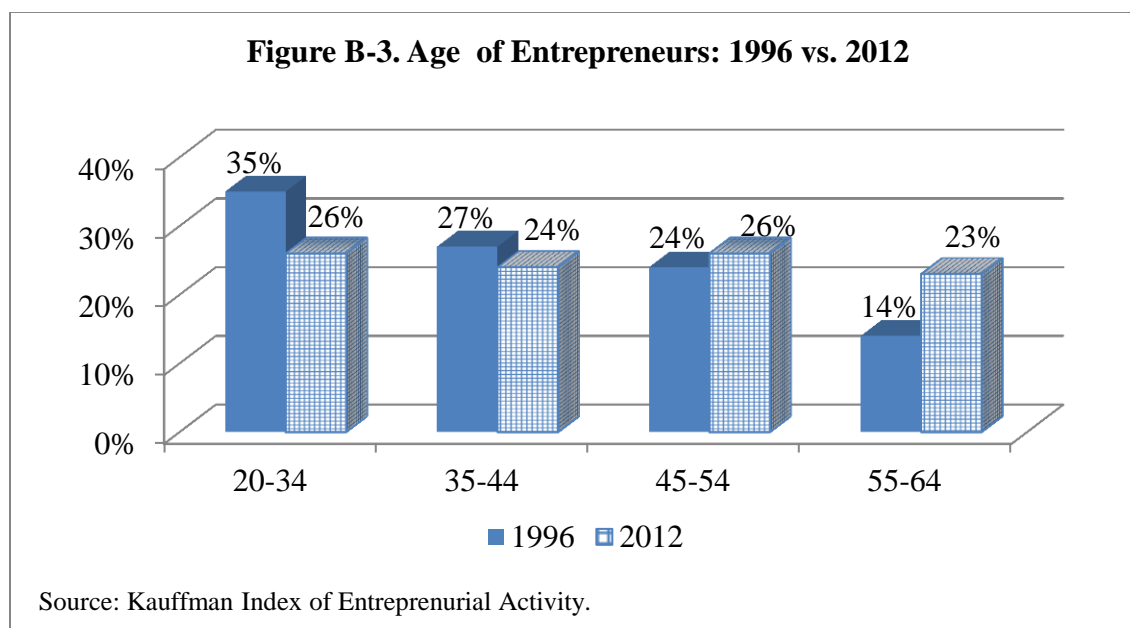
Table B-4. Potential In-Demand CT Jobs Suitable for 50+ Workers

| Job Title | Avg. Annual Salary | Degree Req. | Years of Work Experience | On-The-Job-Training | Physical Rating |
|---|--------------------|-------------------|--------------------------|----------------------------|-----------------|
| Office/Administrative Support | | | | | |
| Medical Secretaries | \$38,114 | Diploma/GED | n/a | Moderate (1-12 mos) | 21 |
| Customer Service Representative | \$39,209 | Diploma/GED | n/a | Short-term (up to 1 mo) | 14 |
| Insurance Claims & Policy Processing Clerks | \$39,675 | Diploma/GED | n/a | Moderate | 17 |
| Secretaries & Administrative Assistants (excl. legal, med, exec) | \$40,091 | Diploma/GED | n/a | Short-term | 26 |
| Billing & Posting Clerks | \$40,618 | Diploma/GED | n/a | Short-term | 10 |
| Bill and Account Collectors | \$41,521 | Diploma/GED | n/a | Moderate | 12 |
| Executive Secretaries & Executive Administrative Assistants | \$56,233 | Diploma/GED | 1-5 years | n/a | 23 |
| First-Line Supervisors of Office & Administrative Support Workers | \$58,312 | Diploma/GED | 1-5 years | n/a | 28 |
| Construction Trades | | | | | |
| Painters, Construction & Maintenance | \$38,859 | Less than Diploma | n/a | Moderate | 47 |
| Operating Engineers & Other Construction Equipment Operators | \$55,051 | Diploma/GED | n/a | Moderate | 57* |
| First-Line Supervisors of Construction Trades & Extraction Workers | \$71,887 | Diploma/GED | 5+ years | n/a | 57* |
| Wholesale & Retail Sales | | | | | |
| First-Line Supervisor of Retail Sales Workers | \$45,483 | Diploma/GED | 1-5 years | n/a | 42 |
| Insurance Sales Agents | \$65,032 | Diploma/GED | n/a | Moderate | 11 |
| Wholesale & Manufacturing Sales Representatives (excl. Technical/Scientific Products) | \$77,969 | Diploma/GED | n/a | Moderate | 35 |
| Securities, Commodities, and Financial Services Sales Agents | \$162,426 | Bachelor's | n/a | Moderate | 14 |
| <i>(continued)</i> | | | | | |

| (continued) Table B-4. Potential In-Demand CT Jobs Suitable for 50+ Workers | | | | | |
|---|--------------------------|---------------------------------------|--------------------------------|-------------------------------|--------------------|
| Job Title | Avg. Annual Salary | Degree Req. | Years of Work Experience | On-The-Job- Training | Physical Rating |
| Managerial | | | | | |
| Property, Real Estate & Community Association Managers | \$59,640 | Diploma/GED | 1-5 years | n/a | 18 |
| Administrative Services Managers | \$89,162 | Diploma/GED | 1-5 years | n/a | 33 |
| Education Administrators, Post-Secondary | \$101,662 | Master's | 1-5 years | n/a | 21 |
| Construction Managers | \$106,537 | Associates | 5+ years | n/a | 32 |
| Medical & Health Services Managers | \$109,743 | Bachelor's | n/a | n/a | 27 |
| Sales Managers | \$114,537 | Bachelor's | 1-5 years | n/a | 24 |
| Education Administrators, Elementary & Secondary | \$117,591 | Master's | 1-5 years | n/a | 40 |
| Computer & Information Services Managers | \$118,572 | Bachelor's | 5+ years | n/a | 39 |
| Production & Operations | | | | | |
| Team Assemblers | \$32,122 | Diploma/GED | n/a | Moderate | 59* |
| Machinists | \$43,209 | Diploma/GED | n/a | Long-Term (1 year or more) | 57* |
| First-Line Supervisors of Production & Operations Workers | \$67,087 | Post-Secondary Non-Degree Award | 1-5 years | n/a | 49 |
| Source: CT DOL Occupational Projections 2010-2020; O*NET Work Activities – General Physical | | | | | |
| *Meets all other criteria; however score above 50 for physical activity requirement. | | | | | |

ENTREPRENEURIAL OPPORTUNITIES SUITABLE TO THE 50+ POPULATION

Entrepreneurship is increasingly an option for 50+ year olds. The Kauffman Index of Entrepreneurial Activity measures the rate of business creation at the individual owner level.¹⁵⁹ In its most recent report (April 2013), it found 55-64 year olds had the biggest increase in starting businesses of any age group, jumping 64 percent from 1996 to 2012 (Figure B-3).



A recent AARP survey found that nearly one-quarter of those self-employed, which comprise a large share of small businesses, are 60 years old and older.¹⁶⁰ Another AARP survey found that 10 percent of wage earners planned to start a business after they retired.¹⁶¹

A study of self-employment among workers age 50 and older identified the most common entrepreneurial areas according to the 2001 census data.¹⁶² As shown in Table B-5, the three most common entrepreneurial areas for this age group are executive/administrative/managerial, sales, and professional specialty.

¹⁵⁹ Kauffman Index of Entrepreneurial Activity 1996-2012, by Robert W. Fairlie, April 2013.

¹⁶⁰ New York Times, 5/14/13, Turning Hobbies into Profits, With a Little Help, by Elizabeth Olson.

¹⁶¹ New York Times, 5/14/13, Turning Hobbies into Profits, With a Little Help, by Elizabeth Olson.

¹⁶² "Self-Employment Among Older U.S. Workers," by Lyn A. Karoly and Julie Zissimopoulos, Monthly Labor Review, July 2004.

| Table B-5. Most Common Entrepreneurial Areas for 50+ Year Olds | |
|---|----------------|
| Entrepreneurial Area | Percent |
| Executive, administrative, managerial | 28% |
| Sales | 23% |
| Professional specialty | 17% |
| Precision production, craft, repair | 12% |
| Other service | 8% |
| Transportation and material moving | 3% |
| Source: Current Population Survey (CPS) 2001. | |

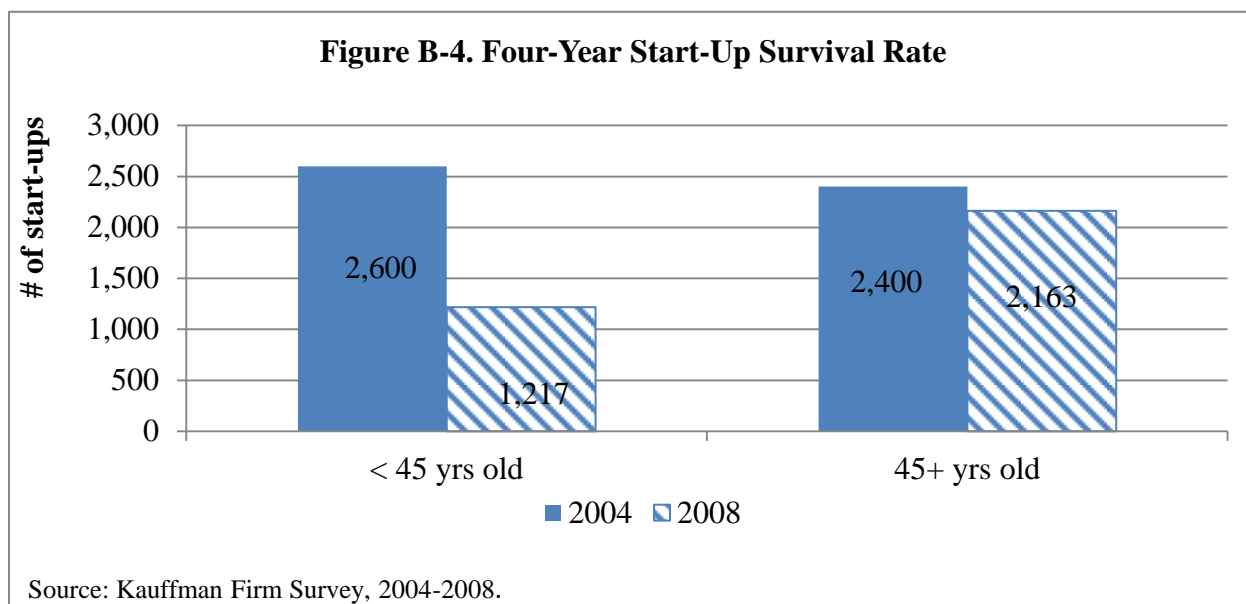
In a 2012 article,¹⁶³ the U.S. Small Business Administration suggested several encore entrepreneurship ideas:

- remaking a hobby, interest, or passion into a money-producing enterprise;
- consulting in previous industry, including to former employer;
- developing a business that serves an unfilled niche in a community or industry; and
- starting a business that does something better or different than the competition

In an analysis of the survival rate of small businesses that were started in 2004, researchers found that 68 percent were still in existence four years later, in 2008.¹⁶⁴ The researchers found that the surviving start-ups were more likely to have older founders (Figure B-4). For example, there was a 47 percent survival rate when the founders were younger than age 45, but a 90 percent survival rate when founders were at least 45 years old.

¹⁶³ “Senior Entrepreneurship—How to Tap a Lifetime of Experience into Business Success,” April 30, 2012, by Caron Beesley, U.S. Small Business Administration.

¹⁶⁴ “An Overview of the Kauffman Firm Survey: Results from the 2004-2008 Data, May 2010,” prepared by Alicia Robb, E.J. Reedy, Janice Ballou, David DesRoches, Frank Potter, Zhanyun Zhao.



The reasons given for greater survival rate of small businesses started by older founders have included accessibility to previous contacts developed during a longer working period, and awareness of personal strengths and limitations.¹⁶⁵

¹⁶⁵Starting Over 60+: Starting a Business. (<http://careers60plus.com/starting-a-business/>)

Appendix C

Agency Responses



January 21, 2014

Ms. Carrie E. Vibert
Director
Legislative Program Review and
Investigations Committee
State Capitol, Room 506
Hartford, CT 06106

Dear Ms. Vibert:

Thank you for the opportunity for the Department of Labor to comment on Legislative Program Review and Investigations Committee findings and recommendations prior to the Reemployment of Older Workers report's publication. Our comments to specific recommendations are attached. We appreciated being a part of the study and enjoyed working with your staff.

In addition, given that the report references "CTWorks", I wanted to make you and the Committee members aware that the Connecticut Department of Labor has a new logo that was officially launched several weeks ago. It incorporates the American Job Center brand that the U.S. Department of Labor is requesting that all states use. This means we will be changing our signage to reflect "American Job Center" instead of "CTWorks". We will be making this change gradually to brochures, letterhead, etc., to ensure minimal waste of existing materials. We have received very positive feedback from everyone who sees the logo, which was designed in-house by one of our employees. Once building signage is well underway, we plan to hold open houses at several American Job Center offices to note the change and to highlight employment services offered.

Please feel free to contact me at 860-263-6505 if you have any further questions.

Sincerely,

Sharon M. Palmer
Commissioner

Attachment

Connecticut Department of Labor • www.ct.gov/dol
An Equal Opportunity/Affirmative Action Employer

Department of Labor

Report Recommendation

Potential employers shall be prohibited from publishing, in print or on the Internet, an advertisement for a job vacancy that: (1) lists current employment as a required qualification, (2) states unemployed candidates will not be considered, or (3) states only employed candidates will be considered.

Response: The Department of Labor agrees with this recommendation.

Report Recommendation

The STEP UP program shall be reauthorized for FY 15 and FY 16.

Response: The Department of Labor agrees with this recommendation.

Report Recommendations

The requirement for STEP UP Small Business Wage Subsidy Program participants to reside in a municipality with a higher than average unemployment rate, or which has a population of 80,000 or more, shall be eliminated.

The STEP UP Small Business Wage Subsidy Program and the STEP UP Small Manufacturer Training Grant Program shall be merged into a single program. Requirements for the two programs shall remain in place, and funding combined for the two STEP UP programs.

Response: The Department of Labor opposes both of these recommendations because 1) Current legislation provides for older workers, and focusing in areas with higher than average unemployment rates help those most in need, and 2) Keeping the current structure aids in funding to be evenly distributed between the Small Business Wage Subsidy Program and the STEP UP Small Manufacturer Training Grant Program.

Report Recommendation

The Connecticut Employment and Training Commission (CETC) shall coordinate a web-based state hiring campaign for older workers to be housed within the Department of Labor's website. CETC is encouraged to utilize relevant national and state stakeholders to assist in this initiative and incorporate "success stories" from employers hiring and retaining older workers. CETC shall report on the progress of this initiative to the legislative committee with cognizance of workforce development by January 1, 2015.

Response: The establishment of a "hiring campaign" through CETC would be duplicative of the services already provided by the Department of Labor's Employment and Training Division. Specifically, older jobseekers comprise a number of our customers at the local job centers and, in fact, many of our offices hold workshops geared toward helping this specific group with their job search. We also have workshops that focus on the importance of using social media,

such as LinkedIn, for finding jobs, and our résumé writers provide a wonderful service for folks that are returning to the workforce, or have just recently found themselves unemployed. The Department of Labor's website has a vast amount of employment information, and we also have several newsletters that may be of interest, including the Business Services Weekly that allows individuals to sign-up for the weekly list of job openings. In an effort to be proactive, we will be partnering with AARP CT and the Department on Aging in seeing how we can share information that will benefit older jobseekers.

Report Recommendation

CETC shall include the reemployment of older workers as part of its strategic planning process.

Response: This recommendation must be addressed in the next CETC planning session.

Report Recommendation

The Connecticut Department of Labor and Workforce Investment Boards shall form a workgroup to consider requirement of a professional résumé writer credential for those providing résumé writing assistance at the CTWorks Career Centers.

Response: The Department of Labor currently has professional resume writers in all American Job Centers. We continue to train other employees to attain that certification.

Report Recommendation

The use of online learning at the CTWorks Career Centers shall be expanded and considered a resource available to any unemployed Connecticut resident, within available funding constraints.

Response: The Department of Labor supports the expansion of on-line learning with appropriate support.

Report Recommendation

The CT Department of Labor shall develop a one-page quick reference sheet with a summary of available public and private resources for the older unemployed to find out what programs and services are available to help with their reemployment.

Response: The Department of Labor already provides information about available public and private resources for all unemployed workers on their website, at all American Job Centers and through printed materials. In addition, we are currently working with AARP CT and the Department on Aging to include their literature at all of our American Job Centers.

Report Recommendation

The Apprenticeship Program shall develop an informational campaign targeted to Workforce Investment Board and One-Stop Career Center staff to reduce misperceptions about the Apprenticeship Program and encourage apprenticeship opportunities.

Response: The Department of Labor, through the Office of Apprenticeship Training, will continue to contact and make outreach to the American Job Centers and to the WIBs by 1) contacting each American Job Center and WIB director in order to provide an overview presentation to their staff on registered apprenticeship and 2) continuing to upgrade our software database program to ensure that we collect Date of Birth information as a method to determine the average age of apprentices and in which industry older workers are entering into apprenticeship and to what extent they are succeeding as apprentices. The Department of Labor's Office of Apprenticeship Training will be able to accomplish a majority of these recommendations as part of their normal operations. However, there may be additional costs incurred for printing of summary sheets and other informational campaign materials if we were required to print and distribute information specifically for older workers.



EDITH G. PRAGUE
Commissioner

STATE OF CONNECTICUT
STATE DEPARTMENT ON AGING
OFFICE OF THE COMMISSIONER

January 16, 2014

TELEPHONE
(860) 424-5992

TOLL FREE
1-866-218-6631

TDD/TTY
1-800-842-4524

FAX
(860) 424-5301

Carrie E. Vibert
Legislative Program Review and Investigative Committee
State Capital Room 506
Hartford, Connecticut 06106

Dear Ms. Vibert:

I want to commend you and your staff on the hard work and thoroughness in developing the "Reemployment of Older Workers" report dated December 18, 2013. I am pleased that the State Department of Aging was able to be of assistance in providing the necessary information about the Senior Community Service Employment Program (SCSEP).

I would like to respectfully request that the following changes are made to the report. Table VIII-6 on page 117 reports the average annual number that have completed SCSEP as sixty (60), however, the actual number should be two hundred and seven (207). The number listed in the report is only those participants who exited the program for unsubsidized employment. Also, the Estimated Cost per Employed Completer is much higher than our actual numbers.

To better define the Estimated Cost per Employed Completer I request additional information be added on page 61 in Chapter IV. The third paragraph provides costs per slot for the two National SCSEP grantees, Easter Seals Capital Area and Eastern Connecticut and Associates for Training and Development. The same information is not provided for the State Department on Aging. Please consider correcting this oversight by including the Department's \$927,872 in SCSEP funding for 101 slots for an average of \$9,187 per slot. SCSEP estimates the average cost per participant by dividing the total annual funding (\$4,574,037) by the total annual slots for the program. With this additional information the Estimated Cost per Employed Completer would be \$11,294 and not the exorbitant \$79,718 provided in this report.

Thank you for your consideration of these comments. If you are in need of additional information, please do not hesitate to contact me or Stephanie Marino, who is the Program Manager overseeing SCSEP. Stephanie Marino can be reached by phone at (860) 424-5452 or by e-mail at Stephanie.Marino@ct.gov.

Sincerely,

Edith G. Prague, MSW
Commissioner

25 SIGOURNEY STREET, 10TH FLOOR-ROOM 1006 • HARTFORD, CONNECTICUT 06106-5033

An Equal Opportunity / Affirmative Action Employer

Printed on Recycled or Recovered Paper

www.ct.gov/agingservices



CONNECTICUT STATE
COLLEGES & UNIVERSITIES

BOARD OF REGENTS FOR HIGHER EDUCATION

39 Woodland Street
Hartford, CT 06105-2337
860-493-0000
www.ct.edu

Gregory W. Gray, President

January 17, 2014

Carrie E. Vibert
Director, Office of Program Review and Investigations
State Capitol
Room 506
Hartford, CT 06106

Dear Ms. Vibert:

Thank you for the opportunity to comment on recommendations enclosed in your December 18 release of the Program Review and Investigations study titled "Reemployment of Older Workers." I have listed the specific recommendations pertaining to the Board of Regents for Higher Education (BOR), and enclosed comments below each recommendation.

Recommendation: The Board of Regents shall conduct a feasibility study to examine the potential for expanding the Advanced Manufacturing Center model to create centers of excellence for other high-demand career areas. The results of this study shall be reported to the legislative committee with cognizance of higher education no later than January 1, 2015.

The Advanced Manufacturing Center model shows promise and applicability to other high-demand career areas when the relevant coursework is stackable, portable, and leads to industry recognized credentials. The success of the model is due to accelerated learning and certification that leads directly to employment. As part of long-term strategic academic planning and realignment, BOR is investigating the propagation of this model to other fields. However, this planning process is intensive and detailed, and would likely extend beyond the proposed deadline, despite BOR preparing to aggressively devote resources to this effort.

Recommendation: The Plus 50 Initiative model shall be expanded to all Connecticut Community Colleges.

Three BOR institutions are currently engaged in the Plus 50 Initiative. Implementation is too recent to make any determination with regard to the success of the programming in Connecticut, but the initiative has achieved positive early national results. As with any new programming, sources and methods of funding must be adequately identified to ensure proper implementation, as self-funding the initiative is unlikely in the current fiscal environment.



Recommendation: The Board of Regents of Higher Education shall establish a shared definition for what constitutes a non-credit vocational "program" and record this information in its information systems.

The Board of Regents shall require all institutions of the Connecticut State Colleges & Universities system to collect and report the following information on non-credit vocational programs: 1) course and program enrollment and completion; 2) participant information, including age and Social Security numbers for subsequent tracking; 3) employment status, retention, and wages prior to and after participation.

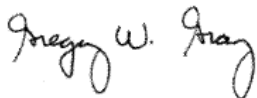
A shared definition for what constitutes a non-credit vocational program is a critical component of adequately tracking progress and results in a meaningful way. Additionally, BOR operates the Preschool through 20 and Workforce Information Network (P20 WIN), a system through which higher education credit and non-credit data can be linked to employment and wage information from the Department of Labor. The P20 WIN technical system and Data Governance committees will need ongoing financial and administrative support for this resource to be extended to this purpose.

Recommendation: The Board of Regents of Higher Education shall explore financial options for students of non-credit vocational courses and programs. Examples might include low interest loans which would be paid back upon employment and a sliding scale dependent on income. The results of its findings shall be reported to the legislative committee with cognizance of higher education no later than January 1, 2015.

As the agency tasked with implementing other financial aid programs, the Office of Higher Education is perhaps better equipped to handle such an examination. Additionally, such a report should involve the Connecticut Higher Education and Supplemental Loan Authority, an organization with expertise in alternative education finance products.

I appreciate your acceptance of these comments.

Sincerely,

A handwritten signature in black ink that reads "Gregory W. Gray". The signature is written in a cursive, flowing style.

Gregory W. Gray, President
Board of Regents for Higher Education
Connecticut State Colleges & Universities (ConnSCU)